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THE UNIVERSITY OF ALBERTA

ACCREDITATION OF ALBERTA SENIOR HIGH SCHOOLS:
A CASE STUDY OF PUBLIC POLICY IMPLEMENTATION

by

© JOSEPH LAWRENCE TYMKO

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH

IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE

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THE UNIVERSITY OF ALBERTA

FACULTY OF GRADUATE STUDIES AND RESEARCH

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research, for acceptance, a thesis entitled "Accreditation of Alberta Senior High Schools: A Case Study of Public Policy Implementation" submitted by Joseph Lawrence Tymko in partial fulfilment of the requirements for the degree of Doctor of Philosophy.

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Date October 18 1979

Dedicated

to

William and Christine Tymko

ABSTRACT

The purpose of this study was to investigate the implementation of a public policy generally referred to as Accreditation of Alberta Senior High Schools. The conceptual framework posited ten variable clusters—policy issue-arena, organizational strategies to implementation, policy standards, policy resources, communications, enforcement, disposition of implementors, characteristics of implementing agencies, and the issue-specific environment, all set within the operating environment. Policy implementation was conceptualized as an evolutionary process and defined as the active forging of sequential links in the "causal chain" (means-ends hierarchy) between (1) initial policy issues and conditions, and (2) outcomes.

The case method was used to carry the study through two stages. The first stage consisted of the development and verification of a chronological descriptive narrative of the events and conditions occurring during the time period August, 1971 to November, 1977; the second consisted of the particularizing analysis of the data gathered. Interviews were used to assist the researcher in interpreting the data.

The findings suggested that the accreditation policy was a "mixed success" because of its continuation, the common intention of school boards across the province, the little perceived change in the behavior of administrators and teachers, and the apparent "failure" of accreditation as perceived by the general public. This "mixed success" may well have been the result of the policy issue-arena, the policy instruments and the organizational strategy to implementation of accreditation not being compatible with one another. In other words, those responsible for planning the implementation of policy did not establish an organizational strategy which supported the policy; did not assess the present organization, its structure and its people to determine whether these supported the strategy, or whether revisions were required in those organizational components; and did not implement policy by structuring the organization and affecting the behavior of individuals and groups in ways which brought about the achievement of overall objectives. Recommendations for further research and for educational administrators who are responsible for implementation of public policy were derived from these findings.

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Chapter 1

INTRODUCTION

On February 8, 1973, the Alberta Minister of Education announced the withdrawal of the compulsory aspect of the Grade XII departmental examinations and instituted what is generally referred to as the Accreditation of Senior High Schools policy.[1] Consequently, students who completed Grade XII level courses would be awarded school-determined final marks or grades.

During the 1976 Fall sitting of the Legislative Assembly, the question—"What has happened to the quality of education since compulsory Grade XII examinations were dropped in 1973?"—was posed. In response, the Minister of Education directed the newly established Minister's Advisory Committee on Student Achievement (MACOSA)[2] to consider the effect of the non-compulsory nature of the Grade XII departmental examinations on the quality of education in Alberta.

Reporting to the 1977 Fall sitting of the Legislative Assembly, the Minister of Education tabled MACOSA's "Alberta Grade 12 Examination Study" which concluded that "accreditation is not working as well as it might" (Dumont, 1977:xiv).

---

[1] See Appendix A for the announcement made by the Minister of Education and Appendix B for the Deputy Minister's follow-up letter.

[2] The Minister's Advisory Committee on Student Achievement was established by Ministerial Order to advise the Minister of Education relative to matters associated with student achievement. Of pertinence to this study was the Committee's terms of reference directing it to consider the question posed by the Legislature.

Thus, from a policy perspective, particularly that of policy implementation, a deceptively simple, yet significant question arises: "What happened that accreditation was not working as well as it might?" Inasmuch as the "Alberta Grade 12 Examination Study" attempted to respond to the question posed by the Legislative Assembly, the question "What happened that the policy was a 'mixed success,' and why?" remains, in the main, unanswered.

If future policy endeavors, as they relate to public policy implementation generally and accreditation policy specifically, are to be more successful in moving toward the realization of desired outcomes, the question "Why did this result come about?" regarding accreditation policy needs to be investigated. In this regard Elmore (1978:185) makes an insightful point when he states that "policies cannot be understood in isolation from the means of their execution." By gaining an understanding of the policy implementation process as may be revealed by investigation of a specific policy such as accreditation, past failings may well be avoided, and disruptive circumstances and conditions might be minimized in future implementation efforts. Consequently, understanding of policy as well as the policy implementation process may be enhanced. Therefore, there is a need to gain a better understanding of policy implementation if future policy is to be executed more effectively.

PROBLEM STATEMENT

The general purpose of this study was to investigate the implementation of a public policy generally referred to as

Accreditation of Alberta Senior High Schools. More specifically, the intent was to explain why the policy was not working as well as was expected in the sense that the apparent consequences were different from those anticipated.

It may be conjectured that policies "fail" for various reasons. Some of the reasons are posited below:

1. Issues were imprecisely perceived, ambiguously defined, and generally not related in any way to implementation and anticipated consequences or intended outcomes.
2. The issues and the relationships between the actors involved were not necessarily seen as being interrelated in terms of implementation strategy.
3. The policy was substantively weak in that it reflected unwarranted assumptions, was not too precise on objectives or intended outcomes, and vague about the means of achieving the outcomes. That is, the problem, the solution and its execution, and the expected consequences were not sufficiently well defined to be measurable.
4. The process through which the policy and its implementation were developed was deficient in that policy and implementation alternatives were not fully considered.
5. The implementation process employed was deficient in that the approach was inappropriate, mechanisms used were inadequate, agencies were poorly structured, resources were insufficient, the process was not monitored or assessed and thus was not controlled.
6. Weaknesses in the agency process of implementation stemmed from the basic issue of management responsibility: inattention to direct specification of responsibility and authority resulted in responsibility for implementation tending to "slip between the cracks."
7. With time, circumstances changed: issues changed or different environmental factors intruded at various points impacting the policy development and implementation processes.

Conjectures as outlined above lead to the generation of a simple "model" as in Figure 1, which in turn suggests some

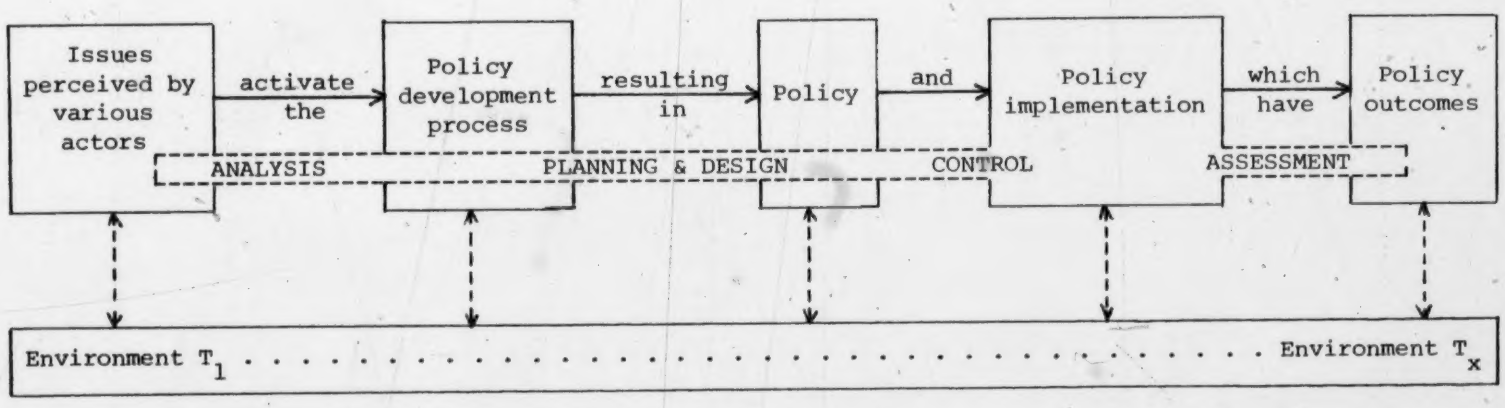
Issues perceived by various actors
activate the
Policy development process
resulting in
Policy
and
Policy implementation
which have
Policy outcomes
ANALYSIS
PLANNING & DESIGN
CONTROL
ASSESSMENT
Environment T_1 . . . . Environment T_x

Figure 1

The Policy Process Over One "Generation" researchable questions or sub-problems. These are outlined below:

1. What were the outcomes of the accreditation policy as of November, 1977?
    - 1.1 How successful was the policy considered to be by policy makers, those responsible for implementing it, and those affected by it?
    - 1.2 What pressures were there for maintaining or changing the policy?
    - 1.3 What were the immediate results of an "evaluation" of the policy?
2. In what respects were the outcomes related to the issues which the policy attempted to address?
    - 2.1 What were the issues perceived by various actors in the initial stages of policy development?
    - 2.2 Which actors were influential in the definition of the issues?
    - 2.3 Did the issues change over time?
3. To what extent were the outcomes affected by the policy implementation planning process?
    - 3.1 Were implementation problems given consideration?
    - 3.2 Was an implementation feasibility estimate made?
    - 3.3 Were the appropriate actors involved in the process?
    - 3.4 What criteria were applied in evaluating implementation alternatives?
4. To what extent were the outcomes related to the nature of the policy statement?
    - 4.1 In what form was the policy articulated?
    - 4.2 Were the objectives of the policy clearly specified?
    - 4.3 Were the resources supporting the policy identified?
    - 4.4 How did the various actors respond to the policy?

5. To what extent can the outcomes be attributed to the implementation strategy employed?
    5.1 What were the main characteristics of the implementation strategy?
    5.2 Was the implementation strategy compatible with the issues?
    5.3 What agencies were responsible for implementing the policy?
    5.4 How did characteristics of these agencies influence implementation?
    5.5 How was implementation of the policy monitored and controlled?
6. In what ways did environmental factors influence the development, implementation and success of the policy?
    6.1 Did environmental factors intrude more at some point than others?
    6.2 What environmental factors were particularly significant? Did the significance change over time?

SIGNIFICANCE OF THE STUDY

It is generally assumed that a public policy, once decided upon and articulated, will then be implemented: without implementation, there is no policy. Policy implementation, according to Hargrove (1975:2) and Pressman and Wildavsky (1973:xiv-xv) refers to the active forging of sequential links in the "causal chain" between initial policy issues and conditions and future outcomes. This definition includes those prior conditions and initial efforts to transform a policy decision into operational terms, as well as continuing efforts to achieve the objectives or changes mandated by the policy. As implementation tends to dominate outcomes (McLaughlin, 1976:168), the study of implementation of policy focuses on one of the forces that determines policy performance. That is, implementation is regarded as the "missing link" (Hargrove, 1975) in the policy process.

The study of policy implementation as a recent development in the field of public policy is evidenced by recent works (Williams, 1971, 1975; Smith, 1973; Pressman and Wildavsky, 1973; Van Horn and Van Meter, 1975, 1977; Hargrove, 1975, 1976; Rabinovitz, Pressman and Rein, 1976; Berman, 1978; Elmore, 1978). Notwithstanding the foregoing, Pressman and Wildavsky (1973:xiii) cogently make the observation that implementation in recent years has been much discussed but rarely studied. Majone and Wildavsky (1978) reinforce this view. Even today Berman (1978) refers to the emerging field of implementation analysis for conducting research on what goes wrong with public policy and on how to improve policy performance. Furthermore, in the context of intergovernmental relations Van Horn and Van Meter (1977) strongly urge a shift in emphasis of study to that of policy implementation.

At a time when governmental policies and implementation of those policies, vis à vis education as a public policy field, exercise an enormous unprecedented influence on the lives of all, it is perhaps self-evidently worthwhile to search for an understanding of the implementation process in the public policy domain. In this search one fruitful approach is to examine from an implementation process perspective specific policy in order to locate within it or derive from it that pertinence of understanding. Such an approach, admittedly, is a rather humble venture, for it acknowledges the importance of the concrete situation and asks if that situation may lead to an awareness of what ought to be. From a research point of view, the accreditation of senior high schools policy of the Government of Alberta presented itself as a timely candidate of some import.

The accreditation policy, as articulated by the Alberta Minister of Education in 1973, when viewed in terms of the public policy process in general, and policy implementation in particular, exemplifies the kind of public policy that is conducive to investigation. Accordingly, an effort to bring understanding of what could or ought to be in relation with what was, was made. Thus, this study attempted to reveal the relevance of understanding to a particularly current and pressing policy implementation process problem—to improve implementation of public policy.

Logically the study was as much concerned with content as with process. That is, as Elmore (1978:186) contended: "Concern about the implementation . . . stems from the recognition that policies cannot be understood in isolation from the means of their execution." However, due to the focus of the study the emphasis may have appeared to be on process as Elmore (1978:227) pointed out there is a "need for descriptive studies of . . . implementation." In recognizing the emphasis on process, Kerr (1978:175) realistically observed:

> . . . a process description is a description of behavior and, as such, cannot itself recommend action; but it can provide information that is essential to coming to careful decisions about how policies ought to be [implemented].

Thus, from a policy implementation process perspective, the significance of a study such as this one purported to be resides in the attempt to gain an understanding of the "slip between ambition and accomplishment, legislation and execution, promise and performance" (Moore and Allison, 1978:153). Moreover, by producing evidence for consideration of reducing the "slippage" in implementation, future attempts at theorizing about the implementation process would be informed by an account of how one public policy was actually processed. Simeon (1976:549) approached the same point in a slightly different way when he stated:

> . . . [with] almost every aspect of policymaking . . . shrouded in ignorance, if not mystery, [the] need, therefore, is to develop both theory and information gathering together; each must inform the other.

Hopefully, in the end, improvement of the policy process will be facilitated and the extent of knowledge of policy implementation will be furthered.

DEFINITION OF TERMS

For the purposes of this study, the following definitions were adopted. Other terms used are defined as they are introduced into the study.

Issue - is a function of expressed but unfulfilled aggregate of political demands (Mann, 1975:70), and as such is an unsettled matter of public import that requires attention and resolution.

Problem - refers to what is lacking in terms of a specified end or in reference to a given state of affairs and what in general, would count as the attainment of that which is lacking (Reynolds, 1974:20).

Actors - refers to the various groups (and individuals representative of groups) with interest in provincial policy in education and who interact on a regular basis (Campbell and Mazzoni, 1976:6).

Policy development process - refers to a complex analytical and political process to which there is no beginning or end, and the boundaries are most uncertain, and which produces effects called "policies" (Lindblom, 1968:3-4).

Public policy - refers to a generalized statement of intent directed toward achievement in the public domain. It expresses the objectives that have emerged from the political process and reflects the societal outcomes desired, and the means by which these outcomes can be achieved (Almond and Powell, 1978; Lowi, 1970).

Policy statement - reflects a policy stance which, once articulated, contributes to the context within which a succession of future decisions will be made (Friend, 1975:1).

Policy implementation - as an evolutionary process (Majone and Wildavsky, 1978:112), refers to the active forging of sequential links in the "causal chain" (means-ends hierarchy) between initial policy issues and conditions and future outcomes (Hargrove, 1975:2; Pressman and Wildavsky, 1973:xiv-xv).

Policy outcomes - are the consequences of a policy, as well as prior and subsequent actions, and represent the impact on the environment. Dror (1968:36) sees outcomes as "the substantive effects of policy-making on real social situations."

Environment - refers to the socio-cultural, economic, and political milieu that forms the backdrop for policy making (Campbell and Mazzoni, 1976:6).

Policy "generation" - refers to an elastic period of time normally proportional to the scale of a policy or its impact, varying from minutes to centuries, beginning with "initiating" circumstances to pronouncements about its "working" status (Biller, 1976:135).

DELIMITATIONS, ASSUMPTIONS AND LIMITATIONS

Delimitations

The time period bounding the study was from August, 1971 to November, 1977. August, 1971 was the time the newly elected Progressive Conservative Government took office in Alberta. Worth (1977:17) pointed out the logic of choosing this time as the initial point of the study when he stated:

> The potential for change is frequently the greatest at the beginning of the term. . . . The new leader's . . . desire to do something different or memorable [is] virtually uncontrollable . . .. The actions taken in the early years of the Progressive Conservative government in Alberta on the Report of the Commission on Educational Planning . . . attest to this.

November, 1977 (one year after the Legislative Assembly posed its question about the quality of education) was the first time the Minister of Education responded publicly to the question, and specifically on the matter of accreditation. In so doing, the Minister referred to the "Alberta Grade 12 Examination Study" carried through by the Minister's Advisory Committee on Student Achievement which included a finding about the accreditation policy. The time period spans approximately 6+ years: one and one-half years prior to the time the accreditation policy was announced, and some four and one-half years later when the Minister for the first time revealed to the public the performance of the accreditation policy. This span of time (Biller, 1976) was deemed to be compatible with a given policy "generation"—from events, transactions, and conditions prior to the policy decided upon to a form of outcome evaluation and, thus, was deemed conducive to investigation with respect to policy implementation.

The study concentrated on those organizations or groups (and individuals only to the extent that they represented those organizations or groups) directly involved in the process. As the Department of Education is the administrative arm of the Minister of Education, the focal organization was the Department (with school boards being treated as though they were the subordinates of the administering agency (Kaufman, 1973:7)) and its relations to external organizations and groups. This approach is supported by Pressman and Wildavsky (1973:xvi) who suggested "it makes more sense to conceive of 'organization' in an extended sense so that it encompasses those whose cooperation is necessary for a [policy] to be carried out."

Inasmuch as no amount of data can eliminate the uncertainty, or completely explain or account for the subjective elements that surround a specific policy, a distinction between the subjective act of choice and the objective content and consequences of the policy was attempted by concentrating on available primary source documents.

Limitations

Limitations on the study were as follows:

1. The degree of subjectivity related to the interpretations of the documentary evidence and supplementary interviews was a

limitation. Since the possibility of objective verification was very limited, a major concern was to compare and corroborate the information gathered in the interviews with the documentary evidence. This served to minimize subjectivity in the interpretation and application of the information.

2. Access to certain primary source documents and the participation and cooperation of primary actors who refused access to specific source documents was another limitation. Such occurrences resulted in greater reliance on available source material.

3. Even though pertinent information may have existed independently of the perceptions and preferences of any one group of decision makers, the extended time (some six years) and ignorance of the real objectives of the policy maker (a usual condition in retrospective policy case studies) the temptation for interviewees to rationalize the policy and its implementation in subjective terms was ever present.

Assumptions

According to Quade (1975:72) assumptions are important in research studies because "they determine the nature of analysis." The assumptions underlying this study were as follows:

1. The study being a case study limited the generation of generalizations.

2. That documents available and information derived therefrom provided for an adequate explanation of the policy implementation process.

3. The implementation of the accreditation policy was amenable

to investigation through the case method. That is, all phases of the implementation process could be taken into consideration by the case method in an attempt to correctly interpret actual policy developments.

4. Objectivity was of an acceptable nature despite the limitations outlined above and that the perspective of the interested observer provided added insight which should have enhanced the contribution of the study.

5. Validity and reliability were presumed on the basis of access to primary source documents and reliability checking of identified actions and events by participants involved other than the investigator.

ORGANIZATION OF THE STUDY

This chapter has presented (1) an introduction to the problem, (2) the problem statement, (3) the significance of the study, (4) the definition of terms, and (5) the delimitations, assumptions and limitations. The problem for research was stated and key terms identified. The contribution of the study to the policy sciences was noted. As well the delimitations, assumptions and limitations were identified.

Chapter 2 provides a background to the study through the review of collateral literature and selected research that relates to policy generally and its implementation more specifically.

Chapter 3 establishes the research design and methodology for the study.

Chapter 4 sets out the conceptual framework for the study.

Chapter 5 provides a review of the implementation of the policy on accreditation of senior high schools in Alberta. The review, bounded by the time period August, 1971 to November, 1977, is in terms of the framework presented in Chapter 4.

Chapter 6 constitutes an analysis of the implementation of the accreditation policy.

Chapter 7 contains a summary, the conclusions, and a statement of implications and suggestions for further study.

Chapter 2

REVIEW OF COLLATERAL LITERATURE AND RELATED RESEARCH

The literature reviewed in this chapter, drawn in the main from writings on public policy, provides a background to the policy implementation process set in the context of the policy process. The policy process and its various phases provide the contextual setting of the implementation process. Most of the literature reviewed refers to implementation of policy arising from the federal level of the United States government as there remains a dearth of material related to policy implementation in Canada.

For purposes of this review, a sequential view was taken of the policy implementation process, which spans and is embedded in the policy process. That is, policy implementation is a functionally integral part of the policy process and hence, difficult to separate even analytically.

Further, much of the literature reviewed is indicative of the recency of the study of policy implementation, and thus the review which follows is set in a very recent context.

In addition, literature related to the methodological issues surrounding the study of policy implementation is briefly reviewed. As well, a brief historical overview of the policy—accreditation of Alberta senior high schools—is presented.

A POLICY SCIENCES PERSPECTIVE

Harold D. Lasswell (1970), recognized by some (Dror, 1970; Quade, 1970; Lazarsfeld, 1975) as the "intellectual father" of the policy sciences movement, suggested that policy sciences should be viewed with a distinctive outlook in terms of contextuality and synthesis of technique. Contextuality, as a configuration of the whole social process in reference to which each specific activity is considered (Lasswell, 1970:3), encompasses the interrelated conditions and/or circumstances in which events occur. To be concerned with contextuality is to be preoccupied with the whole in an attempt to facilitate the search for ways and means of presenting the past, the present and/or the future.

Lasswell (1970:12) further suggested a distinctive synthesis of technique, guided by principles of content and procedure. The principles of content provide a guide for locating and deriving manifest meaning in the field of public policy. The principles of procedure provide a guide to obtaining a realistic image of the major phases of any specific policy activity. Thus, Lasswell's (1970:3) conception of the policy sciences—as two "entwined frames of reference: knowledge of the policy process; knowledge in the process"—may be viewed as a fundamental frame of reference and a preliminary guide that could, in terms of Kerr's (1975:54) "nesting" approach, facilitate exploration of any aspect of the policy process, including implementation.

PUBLIC POLICY IMPLEMENTATION: DEFINITION

Definition of Policy

As policy implementation was the focus of this study, it is necessary to define the term policy. According to Downey (1974:1) the current state of definition of the term policy alone is confusing:

> The term "policy" means so many different things, in fact, that it is difficult even to identify or limit the orders of phenomena that should be addressed by the policy sciences.

Today, the term policy is profuse in the language of the policy scientist, the politician, the bureaucrat, the student of policy, and indeed the general public. Hence, it has become increasingly difficult to obtain a clear definition of the term, let alone an operational one.

Depending upon where one looks, one finds that the definitions of policy can range from expressed values of society to expressed plans and actions for society, and anything between the two range ends. For purposes of this study, public policy refers to a generalized statement of intent directed toward achievement in a given public domain. Public policy expresses the objectives that have emerged from the political process and reflects the societal outcomes desired and the means by which these outcomes will be achieved (Almond and Powell, 1978).

Definition of Policy Implementation

While there may exist relatively broad agreement among students and practitioners of government on what the term "policy" means, thus lending at least conceptual clarity to what the end product should look like, to define, explicitly and systematically, the term "policy implementation" is more difficult. This difficulty is due to the interdependency of the two terms "policy" and "implementation." The interdependency is well expressed in assertions by Archibald (1970:82)—"a policy is no better than its implementation"; Kerr (1976:359)—"a policy that cannot be implemented cannot be a successful policy"; Elmore (1978:186)—"policies cannot be understood in isolation from the means of their execution."

Pressman and Wildavsky (1973:xiv-xv) take a different perspective and point out that policies imply theories in that they "point to a chain of causation between initial conditions and future consequences." Similarly, Hargrove (1975:2) suggests that the seeds of the basic implementation strategy are within the policy as "what happens in the implementation phase has already been shaped by the theories about cause and effect implicit in policy." From this perspective, Hargrove (1975:3) points out that the political scientists' conception of policy implementation is the broadest of all current usages in that:

> They begin with a policy as it was initially shaped by the politics of reaching agreement and then chart the continuing politics of program administration in which politicians, bureaucrats, interest groups and publics vie for control over the direction of the program.

From the foregoing, and for purposes of this study, policy implementation, identified by Hargrove (1975) as the "missing link" in the policy process, and viewed as an evolutionary process (Majone and Wildavsky (1978:112), is the active forging of links in the "causal chain" (means-ends hierarchy) between initial policy issues, conditions and future outcomes.

POLICY IMPLEMENTATION

The study of policy implementation is a recent development in the field of public policy. In regard to developments in the study of policy implementation, Moore and Allison (1978:154-155) claim to have found faint tracings of a coherent intellectual advance taking place along three different fronts. Along one front a more systematic approach is being taken in framing the problem that implementation analysis is supposed to solve. In proposing policies, the actual performance of the government in adopting and implementing the proposal needs to be anticipated. In turn, two requirements must be met: (1) the main features of the political and bureaucratic settings within which specific policy proposals need to be considered, adopted, and implemented have to be outlined; and (2) reliable judgments need to be made about whether the setting is hospitable or inimical to the proposed policy.

Along the second front, a rich set of case studies of the implementation process is being developed. These should help the classification schemes described above.

On the third front, the methods and insights newly won from the analyses and cases referred to above are just beginning to be applied to specific tasks in the process of design and choice: "program designs" that incorporate judgments as to political and bureaucratic feasibility; "feasibility estimates" which attempt to gauge how political and bureaucratic factors will influence the adoption and implementation of proposed programs; projected results of reorganizing proposals; "foreign assessments" that predict how other governmental units will react to action by any one unit; and the design of interventions to assure successful implementation of desired programs.

Thus, the emerging field of implementation analysis is defined by Williams (1976:270) as:

> Scrutiny of (1) the preliminary policy specifications, to determine their clarity, precision, and reasonableness; and (2) staff, organizational, and managerial capabilities and implementation strategies, to determine the degree to which the proposed policy alternative can be specified and implemented in its bureaucratic/political setting.

Berman (1978:159) believes the faint lines of a framework may be emerging as there is a convergence toward three areas of agreement: (1) A broad consensus as to the meaning of implementation and the nature of the implementation problem. (2) A policy's implementation problem derives not only from its design; it derives also from the policy's relationship to its institutional setting. That is, there seems to be a move toward a classification of implementation problems in terms of the structure of the social policy setting. (3) The study of the implementation process, as a process, is essential for identifying key policy levers in the social policy arena. Berman (1978:159) claims that case studies have progressed to the point where they define an analytical approach to describing the local implementation process. Thus, despite Berman's earlier contention, there is evidence of an advent of implementation analysis (Berman, 1978:158).

An apt statement, indicative of the future state-of-the-art, is also provided by Berman (1978:158):

The hope of the new breed of analyst is that systematic

> investigation of implementation . . . can provide more direct, more useful, and more readily generalized advice to policy-makers.

Commentary on Related Literature

With regard to significant related literature, Pressman and Wildavsky (1973:166) stated, in Implementation, the following:

> There is (or there must be) a large literature about implementation in the social sciences—or so we have been told by numerous people. . . . It must be there; it should be there; but in fact it is not. There is a kind of semantic illusion at work here because virtually everything done in public administration must, in the nature of things, have some bearing on implementation. . . . Nevertheless, except for a few pieces . . . we have been unable to find any significant analytic work dealing with implementation.

In identifying implementation as an exceedingly difficult task which spans most policy areas, Williams (1976:4) stated:

> What is hard to fathom is why so little has been done to investigate the process of implementation, since that activity is of crucial importance in program operations, policy analysis, and evaluative research, particularly social experiments.

Williams (1976:4ff) expanded on the above in the following manner:

> . . . I am certain that no bibliographic effort, at least in social policy areas, would refute the point that little research has been carried out either on the implementation of social policies, programs, or projects or on the implementation process in a social policy organization. . . . Actually, it is hard to find material with the term implementation in the title . . . As far as I can tell, there has been only one major empirical study of social implementation efforts that covers a large sample of projects—the Rand Corporations "Change Agent Study" . . . A few other works contain lengthy discussions of issues pertinent to the problem of social policy implementation. . . . However, the critical point is that only a small number of works discuss social program implementation in detail.

A further problem with the works identified by Williams (1976:4ff) such as Gross et al., 1971; Pressman and Wildavsky, 1973; Murphy, 1971; Berman and McLaughlin, 1975; Levine, 1972; and Derthick, 1972, is that they were federally initiated Great Society programs of which implementation allegedly was the "Achille's heel." These programs tend to be identified relative to implementation because they tend to illustrate implementation in all of its complexity: as policy made at the highest level of government passes through many layers before reaching operating entities. But even then, as Goodlad (1970) and Gross et al. (1971) pointed out, it is almost impossible to judge the merits of an innovation unless we have substantial information about how, and even if, it was implemented.

Berman (1978:166) in dealing with some of the public policy areas studied — employment and economic development (Pressman and Wildavsky, 1973); welfare (Derthick, 1972); housing (Derthick, 1970); and mental health (Barbach, 1972, 1977)—revealed four factors associated with the difficulty of implementation. They are: (1) goal discrepancies; (2) influence and authority differentials; (3) resource deficiencies, and (4) communications difficulties among organizations. Further, Berman (1978:160) stated, "implementation typically dominates the outcomes (see Gross et al., 1971; Smith and Keith, 1971; Fullan and Pomfret, 1977)." Essentially, implementation is central to the performance of policy.

Williams and Elmore (1976:268), in Implementation of Social Programs, which includes works by Williams (1976), Pincus (1974), Murphy (1973), Elmore (1975), Weikart and Banet (1975), Gramlich and Koshel (1975), McLaughlin (1976), Banfield (1973), Derthick (1972) and Radin (1974), concluded, "Nothing comes across more strongly than the great naiveté about implementation."

A SELECT IMPLEMENTATION STUDY

The Rand "Change Agent Study"

The Rand Corporation, under the sponsorship of the U.S. Office of Education, undertook what Williams (1976:290) refers to as "the most ambitious effort to date to investigate social program implementation." Rand conducted a several year study of four federally funded programs which were designed to introduce and disseminate innovative practices in public schools through the provision of temporary (three to five years) funds. The four programs considered were: the Elementary and Secondary Education Act, Title III, Innovative Projects; the Elementary and Secondary Education Act, Title IV, Bilingual Projects; Vocational Education, Part D, Exemplary Programs; and the Right-to-Read Program. The total annual funding for these four programs in terms of 1974 costs, was $223 millions. The Rand study's major question was: What is the usefulness of the federal efforts to promote innovation in schools and the prospects for reforms? The study surveyed 293 projects in 18 states, and collected data from 1,735 interviews at all levels in the school districts. The survey and interviews sought to identify factors which influence policy outcomes. The information derived from the survey and interviews was analyzed using factor analysis and multiple regression. The conceptual model, methodology and results of the first year of the Rand Change Agent Study are reported in a four volume report and more concisely by Berman and McLaughlin (1976) and McLaughlin (1976).

In the most general terms, the change study concluded that "implementation, rather than educational treatment, level of resources, or type of federal funding strategy, dominates the innovative process and its outcomes" (McLaughlin, 1976:168). Specifically, McLaughlin (1976:169) points out, "the Change Agent study concluded that successful implementation is characterized by a process of mutual adaptation." That is, implementation is a dynamic organizational process that is shaped over time by interactions between project goals and methods and the institutional setting. Mutual adaptation defines a process whereby the project design, the institutional setting and individual participants will adapt or change during the course of implementation. Alternatively, the implementation process could be characterized by co-optation or non-implementation. Co-optation defines a process whereby the project design is adapted, but no change on the part of the local staff or the institutional setting is evident. Non-implementation describes the experience of projects which were either simply ignored by project participants or which broke down during implementation. Berman and McLaughlin (1976:353) qualify the view that successful implementation is characterized by a process of mutual adaptation by indicating that where problem solving attitudes and commitment existed, mutual adaptation occurred. Therefore, the possibility exists that problem solving attitudes and commitment may be a necessary condition for mutual adaptation to occur.

The theoretical approach utilized by the Rand Study as reported by Berman and McLaughlin (1976) necessitated an identification of factors affecting implementation and identification of measures of effectiveness of a project's implementation.

Factors Affecting Implementation

Policy outcomes were in the main determined by an interplay among characteristics of the project, the institutional setting and the implementation strategy.

Institutional setting. The receptivity of the institutional setting is a necessary but not a sufficient condition for successful implementation. Implementation will be difficult in a hostile or indifferent setting. An effective implementation strategy will encompass institutional support by engaging the active support of staff and administrators through the implementation strategies.

Implementation strategy. An implementation strategy refers to the choices made by decision makers about how best to implement project goals and methods. Three critically key elements were identified in the Rand Study which promoted an adaptive implementation strategy. These included frequent and regular meetings to plan adaptation to the project, extensive staff training, and local development of materials to be used in the project.

Project characteristics. Project characteristics, the substance and scope of the proposed change, had a direct effect on successful implementation. Projects that were central to the solution of a district problem were more likely to be implemented. Projects requiring extra effort on the part of participants were generally more difficult to implement and generally did not adhere to the initial project design. Projects which were structurally complex required extensive coordination and often broke down. Projects which were disruptive of existing organizational procedures and routines were less likely to be implemented unless active support of organization members existed. Projects with values and goals which were consonant with those of the participants were more likely to be implemented.

Measures of Implementation

That the measurement of implementation is fraught with difficulty is confirmed by Fullan and Pomfret's (1977:34) claim: "There are enormous definitional and methodological problems involved in considering which criteria to use to assess whether an innovation has been implemented." Berman and McLaughlin (1976:350-351) reported four measures used in the Rand study:

> 1. Perceived success: the relative extent to which project participants believed the goals were achieved.
> 2. Change in behavior: the type and extent of change in teacher and administrator as perceived by participants.
> 3. Fidelity of implementation: the extent to which the project was implemented as originally planned. . . .
> 4. Continuation: the extent to which the LEA [Local Education Authority] continued project activities after federal funds were withdrawn . . . continuation may represent in effect a local market test of the merit of the innovation.

As a result of the findings, the conceptual framework developed for the study was modified by the writer and presented in Figure 2.

It is useful to consider the implications of the Change Agent study findings in the context of the ongoing debate about the "implementation problem" (McLaughlin, 1976:177). The "implementation problem" refers to the unpredictability and inconsistency of a variable, uncertain, and inherently local process initiated by the adoption of a promising educational technology.

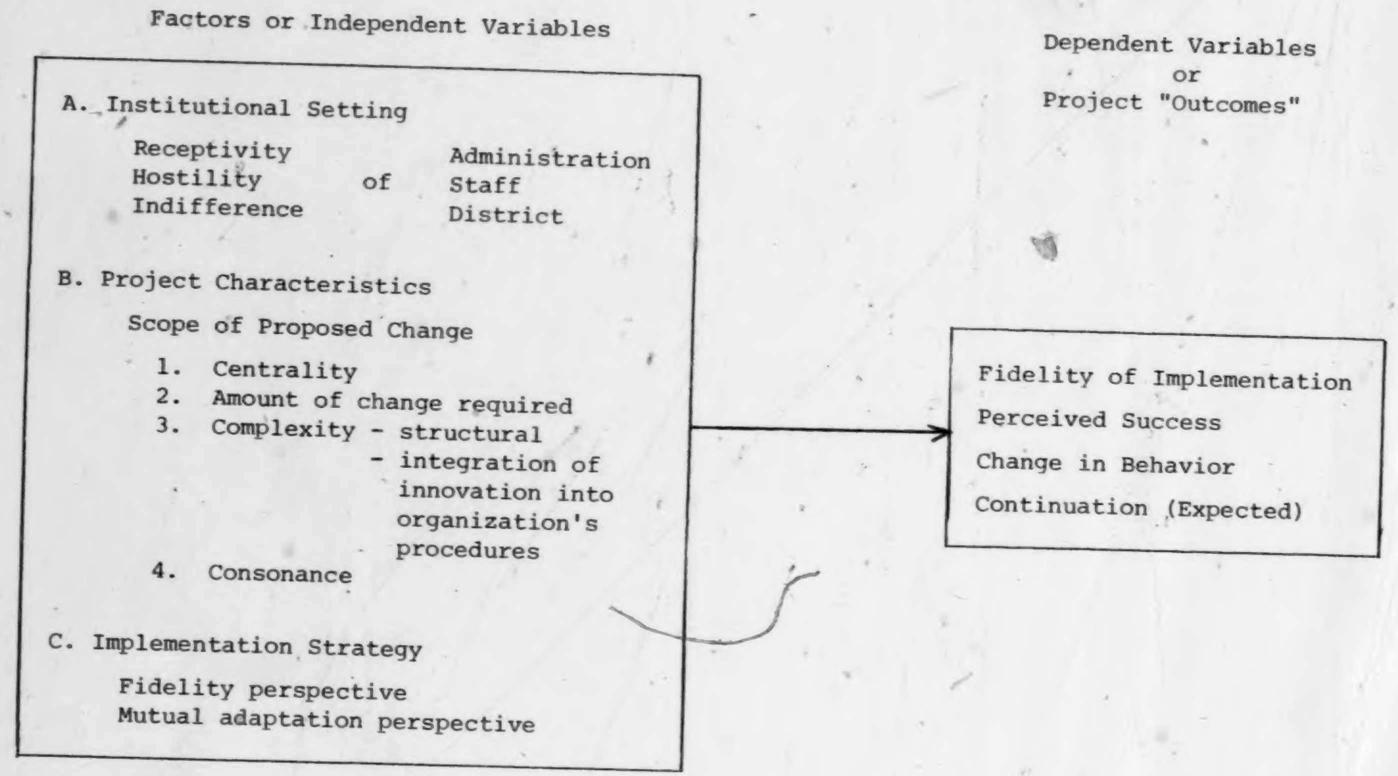
Factors or Independent Variables
A. Institutional Setting
Receptivity
Hostility
Indifference
of
Administration
Staff
District
B. Project Characteristics
Scope of Proposed Change
1. Centrality
2. Amount of change required
3. Complexity - structural
- integration of innovation into organization's procedures
4. Consonance
C. Implementation Strategy
Fidelity perspective
Mutual adaptation perspective
Dependent Variables
or
Project "Outcomes"
Fidelity of Implementation
Perceived Success
Change in Behavior
Continuation (Expected)

Figure 2

Factors that Can Affect Implementation
(Source: Adapted from Berman and McLaughlin, 1976:355)

The Change Agent study confirmed other research (Hargrove, 1975; Fullan and Pomfret, 1975) in pointing to the primary importance of implementation in determining policy outcomes.

The study was in general agreement with Fullan and Pomfret (1977) that a major component of the "implementation problem" has to do with inadequate operational specificity. McLaughlin (1976:177) stated, "There is debate concerning who should make project operations more specific, how it can be done, and when specificity should be introduced." In terms of guidelines, which "exist to translate the intent of legislation into administrative practice" (Hargrove, 1975: 78), Rabinovitz et al. (1976:414) concluded, "Guidelines do not automatically command power of obedience." Lazin (1973:273) concluded, "The regulations reflect the political arrangements . . . while regulations might change official policies they do not alter actual practice."

That being the case, two approaches become somewhat apparent. One approach is to provide for more specification prior to local adoption. That is, detailed steps and procedures will lead to successful implementation. Such a technological approach to the "implementation problem" aims at standardizing project implementation across project sites. This approach will have the effect of reducing local variability and so lead to predictable and consistent outcomes regardless of the setting in which the implementation takes place.

The other approach is an organizational one which focuses on the development of the users, rather than on the prior development of the delivery system. Essentially, this approach assumes that mutual adaptation is the key to effective implementation.

On the basis of the two approaches above, adaptation rather than standardization is deemed a more realistic and fruitful objective for those intending to bring about significant change in local educational practices. McLaughlin (1976:80) clearly indicates that policies and programs derived therefrom can be neither effective nor sustained unless they are thoroughly understood and integrated by the user.

Basically the Rand "Change Agent" study is clearly indicative of the central importance of implementation for improving social program operations, policy analysis, and social experimentation (Williams, 1976:290).

METHODOLOGICAL ISSUES

Methodology

Berman (1978:156) focused directly on methodology when he stated:

> The emerging field of implementation analysis lacks a conceptual framework for conducting generalizable research on what goes wrong with social policy and, more importantly, on how to improve policy performance.

In regard to methodology in the study of the policy process, one major problem as identified by Bauer and Gergen (1968:206-233 passim) is that "policy . . . is historically bound . . . and it is almost impossible to freeze the process at any one point and gain an adequate conceptualization." In recognizing the task of tracing the policy process often is an arduous one, as policy research overall tends to be, Iannacone (1975:220) claims the stance toward methodology should be "pragmatic, catholic, and eclectic." In this regard, Homans (1949:

330) aptly stated:

> People who write about methodology often forget that it is a matter of strategy, not of morals. There are neither good nor bad methods but only methods that are more or less effective under particular circumstances in reaching objectives on the way to a distant goal.

Michaelsen (1976:166), specifically viewing the study of implementation, stated the following:

> Social experiments in which the subjects are not biological, but rather governmental entities may require an approach different from that exemplified by the careful application of some "treatment" to the subject.

Along a similar vein, Anthony (1965:80) for some time now, and more recently Williams (1976:290), have argued, "the immediate need is not for methodological breakthroughs but for the application of simple techniques with some common sense." In support of the above Williams stated:

> Both the systematic study of implementation and the development of better techniques for such study are needed. However, methodology may not be that much of a blockage during initial efforts to improve implementation in a social policy organization. This is so because the most basic descriptive information is in short supply. Under such circumstances, only the simplest methodological tools may be required to determine more precisely the structure of the implementation process . . . and the extent of communication between various levels and segments of an organization. Such studies often may produce mainly negative information showing deficiences and misdirections. To recognize this fact, however, in no way negates the pressing need to fill these massive gaps in our knowledge. Moreover, the basic knowledge derived about implementation can help shape our understanding of what needs to be done if a social policy organization wants to improve implementation.

Quade (1974:240), supportive of the above perspective, stated:

> Implementation refers to executing a selected option . . . . It is a phase of the overall process that is little understood, not particularly appreciated, and not well developed conceptually or operationally. To assess the performance

> of government policies and programs, one must understand the implementation mechanisms underlying that performance . . . one way [is to] find out what actually happened and how reality was intended or implied by those more responsible for the selection phase of decision.

In a more focused view Klages (1973:260) stated:

> For the foreseeable future, we must rely only on 'descriptive reporting.' Only later, i.e., when the data have become more complete, will it be possible to conduct analytical studies. . . .

Williams (1978:288) maintains the biggest research need is to focus directly on social policy implementation, probably through careful case studies. Moore and Allison (1978), in viewing the emerging field of implementation analysis, identify the development of a rich set of case studies of the implementation process as one of three unfolding fronts.

In terms of case studies, Thomas (1975:5) offered a cautionary note when he observed:

> Perhaps the most frequently employed approach to the study of public policy . . . has been case analysis. Individual case studies have provided a wealth of empirical evidence. . . . While case studies have been useful for developing limited generalizations and testing certain theoretical propositions, they have not produced anything resembling a substantial body of theory.

However, even though attempts to tease theories out of case literature are quite rare, the development of a set of case studies portends the future realization of comparative and generalizable studies.

Hofferbert (1974:89), observing that most of the books and articles written about the policy process are case studies, defined a case study as an in-depth examination of a particular instance, event or activity. In his view explanatory case studies usually pertain to both the process of policy making and the substance of policy itself;

the object being to illuminate the processes by which policies are formed and the forces operating on the behavior of policy makers. The view that this type of research is important in policy is in line with Quade (1975:181) when he referred to policy process problems for which analytic models have not been developed or even conceived.

Selected Methodological Issues

There are a large number of methodological issues that are of concern to any investigator. Those that have specific relevance to policy have been identified by Gergen (1968) and those of pertinence to this study are briefly discussed below.

Validity. The validity of a measure is generally taken to mean the extent to which the observation selected to define a characteristic of a situation or an individual which represents what is consensually deemed to be a "true" characteristic. Among the various ways of establishing validity in policy implementation are face validity, content validity, and construct validity. Face validity exists as in the case where "one's observations may have a rather direct and intuitively obvious relationship with the characteristic being measured" (Gergen, 1968:209). Content validity is the "representativeness . . . of the content—the substance, the matter, the topics" (Kerlinger, 1973:458). Construct validity, deemed by Kerlinger to be the most important form of validity, "is obtained by correlating one's observations to other observations of the [characteristic] that should be rationally or theoretically related" (Gergen, 1968:209).

Reliability. Reliability, according to Kerlinger (1973:443) is "the accuracy or precision of a measuring instrument." In other words it is the relative absence of errors of measurement or "the degree of variation in behavior caused by inconsistencies in measurement" (Gergen, 1968:210). Reliability is clearly linked to the issue of validity. That is, if a given observation were perfectly valid, reliability would not be an issue. As Kerlinger (1973:455) says, "Reliability is a necessary but not sufficient condition of the value of research results and their interpretation."

Archives: The running record. Webb et al. (1966:53) view public archives as "the ongoing continuing records of a society, and the potential source of varied scientific data." In this regard Boring (1963:5) comments as follows:

> The best fact is one that's set in a context, that is known in relation to others, that is perceived in part in the context of its past, that comes into understanding as an event which acquires significance because it belongs in a continuous dynamic sequence. . . .

An advantage is that the running records are available, and are as economical as ever, for restudy and retesting. The reality however surrounds questions of selective deposit and selective survival of archives as well as restricted access to content. This can be a serious contaminant, and in areas involving politics it is always a prime question. Further, there is no way of knowing the degree to which errors exist in running records. Webb et al. (1966:87) conclude that, "Against this must be balanced the opportunity for longitudinal studies over time. . . ."

Investigator bias. Investigator bias is generally taken to mean the effects of the investigator himself on what he studies. Gergen (1968:212) is of the view such biases may be exceedingly important in policy research as "the attitudinal dispositions of the researcher may cause him to scan his environment in a biased fashion" or "to effect premature closure on the problem." One way of avoiding investigator bias effects is to obtain independent measures of the construct in question (Gergen, 1968:214). Majone (1975:63) claims such conditions "exist independently of the perceptions and preferences of any one group of decision makers" but at the same time admitting no amount of data can eliminate the uncertainty, or completely account for the subject elements, that surround any human decision.

In an overall view of the investigator's involvement, Eggleston (1977) comments as follows:

> The adage "that the outsider sees more of the game" . . . is an adage that has been translated into the impeccable scientific respectability of the concept of the detached social scientist who, never having lived the life of his subjects and yet never free from emotional entanglement with them, is able to diagnose . . . with surgical objectivity.

Question bias. Another source of investigator bias has to do with the way in which questions are asked. That is, regardless of who may be posing the question, the question itself may induce responses determined by characteristics of the question itself rather than the "state of the issue" in question. Such bias is generally restricted to face-to-face interviews or questionnaires and can be minimized through use of open-ended questions (Gergen, 1968:216).

Retrospective bias. The issue of retrospective bias is primarily germane to those instances in which a respondent is asked to reconstruct events or happenings that occurred at some earlier time (Gergen, 1968:217). Usually open-ended questions are used to direct the respondent to reconstruct the past history of a problem and his relationship to it. Majone (1975:62), recognizing the problem, cogently points out:

> Ignorance about the real objectives of the policymaker, is, of course, the usual condition in retrospective case studies. Typically, we know the policy that has been chosen, but not the decision. And it seems doubtful that questioning the decision-makers can produce reliable information on this point. Not only because criteria of choice are seldom unambiguous, or explicitly articulated; but also . . . because any decision can be rationalized, in subjective terms, by suitable redefinition of the utility function. Since the possibility of objective verification is very limited the temptation to misrepresent the choice criterion often proves too hard to resist.

Because retrospective accounts are likely to play an important part in policy studies, the question is how to reduce their effects. One suggestion by Snyder and Paige (cited in Gergen, 1968:219) is to provide the respondent at the time of the interview with a chronology of events associated with the policy decision issue as it may aid the respondent to recall accurately his and other's behavior and increase the richness of his mental associations. Another suggestion is close questioning of several respondents which would facilitate the development of a list of "memory checks" indicative of various crucial factors. This would permit assessment of trustworthiness of responses as well as reduce the amount of interviewing subsequently necessitated.

The face-to-face interview. The interview has a high information yield. One interview method is that referred to as the less structured or unstandardized (Kerlinger, 1973:481), which typifies the open situation, and facilitates the exploratory approach. This approach allows for a much deeper probing of events and at the same time is sensitive to unanticipated responses which can be given further attention during the interview itself. This form of interview, according to Gergen (1968:223), "may be highly advantageous between initial and final data gathering." That is, the interview may also provide a rich body of supplementary materials. Not to use such data in some way is to leave untouched a substantial amount of potentially valuable exploratory information about the policy process.

Webb et al. (1966:32) point out that in any given interview, a portion of the conversation is irrelevant to the topic at hand. This proportion, known as the dross rate, is greatest in open-ended, less-structured interviewing than it is in structured interviews with fixed-answer categories. However, the advantage lies in the interviewer's ability to introduce and reintroduce certain items or topics.

The above brief view of methodological issues and the study of policy processes suggests, as Gergen (1968:232) does, the possibility of an overall strategy in the study of policy processes. However, what needs to be kept in mind, as Gergen (1968:232) suggests is that:

> Just as those persons involved with policy formation may be constantly altering their perception of issues and others about them, so must the researcher be continuously ready to alter research strategies.

ACCREDITATION IN ALBERTA[1]

Historical Overview

From 1907 to 1973, Grade XII students in Alberta wrote some form of provincially set and scored examinations. Student achievement thereon was certified by the Minister of Education. In general terms, four major purposes have been served by such provincial examinations:

1. to provide a basis for award of a diploma;
2. to provide a screening device for admission to post-secondary educational institutions;
3. to provide evidence of changes in school programs; and
4. to provide direction for curriculum review and change. (Alberta Education, 1976:1)

Over sixty years the subjects examined have varied but have always included English, mathematics, science, social studies, and second languages. In general, matriculation (university entrance) and diploma requirements remained stable throughout the 1940-1960 period. The basic requirements for a high school diploma were an overall standing of 'C' or better in 100 credit units, plus three Grade XII examination subjects in which the lowest acceptable mark was a 'C'. Matriculation requirements were 'B' standing in six Grade XII matriculation subjects plus an average score of 60 or higher in these subjects. A 'B' standing meant the student scored in the top 60% of all candidates writing the test.

The 1960's saw an increase in the number of students accommodated in high schools because of the combined effect of a greater population and modified university entrance requirements. Common matriculation requirements were reduced to five examination subjects, and later to four plus one non-examination subject. Other changes included introduction of the practice of 'anchoring' test scores to measures of aptitude, and the use of multiple-choice test formats for machine scoring and statistical analysis. Despite the changes, the notion that any provincially developed examination was useful and/or desirable—regardless of purpose, type of test and method of scoring—continued to be criticized (Alberta Education, 1976:6).

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[1] Data for this section were derived from an Alberta Education publication, Roles in Student Evaluation and Research, September, 1976.

Many variations on the arguments pro and con could be cited:

> Major arguments against the examinations included concerns about their restrictive effect on curricula, their inability to deal fairly with all parts of a course adapted for local needs, their misuse by some jurisdictions to judge teacher performance, and the inadequacy and psychological burden of a one-shot total and final evaluation. Increased qualifications and experience of the teaching force justified a shift to summary evaluations by the teachers. Proponents of retention of Departmental finals expressed concerns about loss of standards if individual teachers were allowed control of evaluation, held that teachers were more technically qualified to instruct than to evaluate, claimed that Departmental evaluations protected teachers from local pressures to pass undeserving students, and argued that provincial examinations provided a benchmark for year to year and locale to locale comparisons. Furthermore, there was evidence that an individual's examination scores were useful predictors of continued academic success. (Alberta Education, 1976:7)

By 1970, The 1963 Accredited School Districts Act whereby school boards could apply for accreditation in all aspects of operation including student evaluation, was repealed as no board had applied for and instituted accreditation.

In 1969 the Minister of Education approved a recommendation of the High School and University Matriculation Examinations Board to reduce the impact of the provincial Grade XII examinations. By 1972 all Grade XII examination marks awarded the student by the Department of Education combined the teacher's final mark with the Grade XII examination mark on a "50/50" basis. At the same time a few school districts were permitted to conduct experimental organizational changes (semester system) which exempted their students from having to write provincial Grade XII examinations.

In 1972 the Commission on Educational Planning (Worth, 1972), in its report A Choice of Futures, identified accreditation as an alternative to be considered, and recommended the termination of the provincial Grade XII examinations. According to Worth (1972:206) accredited schools "should have full powers of learner assessment and be allowed to recommend the learners' suitability for continuing studies."

Accreditation Policy

On February 8, 1973, the Minister of Education announced the withdrawal of the compulsory aspect of the Grade XII examinations. The general policy on the accreditation of senior high schools in Alberta included the following "Procedures for Accreditation."

1. Departmental Requirements

   Secondary schools are accredited only when they meet the following conditions:

   a. Subjects are taught by qualified teachers holding valid Alberta Teaching Certificates.

   b. The required amount of time is devoted to instruction in subjects offered.

   c. The content of each subject follows that outlined in the Program of Studies for Junior High Schools and/or the Program of Studies for Senior High Schools or a course approved by the Minister of Education.

d. The junior high school and/or senior high school is operated in accordance with the Junior-Senior High School Handbook.

e. All changes in staff, timetables, and/or programs subsequent to submission of the Form A are endorsed by the superintendent and submitted by the superintendent to the Regional Office for approval. (Procedures for the Accreditation of Senior High Schools in Alberta, Alberta Education, 1973)

SUMMARY

This chapter reviewed collateral literature primarily with the view to providing a background of information relative to the focus of this study, namely, implementation of public policy. The review was organized and presented as follows: a policy sciences perspective; public policy implementation—definitional considerations; policy implementation; methodological issues; and the accreditation policy in Alberta.

From the review it is clear that the implementation of public policy is an emerging field of study in the policy sciences. In other words, policy and implementation are functionally integrated and difficult to separate even analytically.

Of late, students (Williams, 1975:1; Stevenson, 1975:7) of public policy making have commented rather pointedly upon the state of the policy process. Constantly our quest for improved mechanisms and bases for policy development particularly in education continues. The structural and procedural nature of policy making and its implementation has not changed fundamentally except that like public education in its entirety, this process too has become more cumbersome and qualitatively less effective.

However, the question is not unique to education; the policy sciences are most concerned about the quality of policy formulation and implementation processes (Jantsch, 1970:32). Society is in desperate need of policy making in this sense and of the rational creative process of leading to the purposeful design and implementation of policies. The required knowledge of the implementation process should reproduce the proper manner of implementing a policy, in which there must be continuous learning among all those involved.

This chapter provided a background relative to the focus of this study, namely, policy implementation. The background facilitated the carrying through of the study in terms of the conceptual framework outlined in Chapter 4.

Chapter 3

RESEARCH DESIGN

The research design is presented in terms of the problem and its sub-problems, the case study approach, a description of the policy process, and analysis of the implementation process.

THE PROBLEM STATEMENT

The central problem in this study was to investigate the implementation of a public policy. As in the words of Katz (1953:74), the study attempted "to see what there [was] rather than predict the relations that will be found," the very nature of the study precluded the generation of hypotheses. That is, the study sought what "was," in a retrospective sense. As the purpose was not to generate hypotheses to be confirmed or denied by the gathering and review of data, it was, in the words of Kerlinger (1973:406), "to lay the groundwork for later, more systematic and rigorous testing of hypotheses." In this regard, Kerlinger (1973:702) claimed "it is necessary to know and understand . . . accomplishments and trends of the past in order to gain perspective on present and future directions." The research design for this study was consistent with this perspective.

Sub-Problems

In order to derive a comprehensive explanation required by the problem statement it was deemed necessary to consider six sub-problems as well as specific questions posed within each. This was in keeping with Majone's (1975:62) view that "to interpret correctly actual policy developments, all phases of the process must be taken into consideration. . . ."

CASE STUDY APPROACH

The broad view of this investigation suggested a need for a case study approach which was in keeping with the claim of Williams and Elmore (1976:288) that "the biggest research need is to focus directly on social policy implementation, probably through careful case studies." The broad aspect of the research design conformed quite well with the characteristics of the case study approach proposed by Shaw (cited by Gee, 1950:230):

> Case study method emphasizes the total situation or combination of factors, the description of the process or sequence of events in which behavior occurs, the study of individual behavior in its total setting and the analysis and comparison of cases leading to formulation of hypotheses.

The examination of the implementation process was facilitated by the case study method which Walton (1972:76) noted "can attend to aspects of a change program which other methodologies cannot: namely, the processes of . . . change intervention." The limitations of the case study method were recognized, especially with respect to generalizability. Mouly (1970:348) observed that:

> . . . since it is not likely to permit the isolation of crucial factors, the extent to which it can lead to generalizations is extremely limited.

While the limitation was recognized, Lipset et al. (1970:169) argued an empirical analysis of a single case can be of either of two general types:

> (a) Description and explanation of the single case, to provide information concerning its present state, and the dynamics through which it continues as it does. This may be called a particularizing analysis.
>
> (b) The development of empirical generalizations or theory through the analysis of the single case, using it not to discover anything about it as a system but as an empirical basis for generalization or theory construction. This may be called generalizing analysis.

As the problem statement suggested a longitudinal aspect, a descriptive narrative of the policy process was developed initially, and subsequently a review of the implementation process was carried through by application of the framework outlined in Chapter 3.

STAGE 1: DESCRIPTIVE NARRATIVE OF THE POLICY PROCESS

In developing the descriptive narrative the researcher was cognizant of Majone's (1975:62-63) position regarding reconstruction efforts:

> Ignorance about the real objectives of the policymaker is, of course, the usual condition in retrospective case studies. Typically, we know the policy that has been chosen, but not the decision rule. . . . it seems doubtful that questioning the decisionmaker can produce reliable information on this point. . . .
>
> The logical reconstruction of a policy decision . . . proceeds from a critical examination of the problem and the proposed solution, through the explication of eventual failures, to the identification of unanticipated consequences and of emergent problems.

Thus, to achieve a comprehensive explanation, a descriptive narrative in chronological form was derived essentially from primary sources. However, for purposes of corroboration, as well as a way of obtaining information otherwise unavailable and assistance in interpreting the data, the interview was also used.

Data Sources[1]

One of the basic rules of research, according to Kerlinger (1973:702), is: "Always use primary sources." He (Kerlinger, 1973: 702) indicated:

> A primary source is the original repository of an historical datum, like an original record kept of an important occasion, an eyewitness description of an event, a photograph, minutes of organizational meetings . . . A secondary source is an account or record of an historical event or circumstance one or more steps removed from an original repository.

The primary source materials, comprised of documents such as correspondence, reports, briefs, studies, news releases, and memoranda which served as written communication between the focal organization—in this case the Department of Education (including school boards)—and the various referent organizations involved in, associated with, or related to the policy process, were maintained primarily by the Department of Education. Supplementary primary source materials were maintained as well by the various referent organizations such as the Alberta Teachers' Association and the Alberta School Trustees Association. Each of these organizations were contacted with the view to gaining approval to access the materials.

Where there existed an identified lack of primary sources, secondary sources, such as newspaper accounts and other documentary evidence relating to the accreditation policy, were relied upon.

Document Analysis

The objective of the document analysis was to derive a chronology of events from the primary source data. In carrying through an analysis of documents, Kerlinger (1973:529) suggested the first step is "to define U, the Universe of the content to be analyzed." Then the universe needs to be partitioned in a manner that reflects the problem of the study. For drawing a defensible sample from the universe to do this, Selltiz (1963:337, 509-545 passim) identified three basic steps: sampling of the sources to be analyzed; sampling of dates (which period is to be covered by the study); and sampling of units (which aspects of the communication are to be analyzed).

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[1] See Appendix C.

Primary source materials, such as documents including inter-office memoranda, correspondence, minutes of meetings, position papers, policy statements, public presentations and reports, served as data sources. Documents which contributed information and historical aspects were selected and reviewed. Pertinent data were synthesized to provide a comprehensive overview of chronological events related to accreditation.

The unit for analysis in this study was the theme (Berelson, 1953:507)—"often a sentence, a proposition about something," and which Kerlinger (1973:579) claimed was "realistic and close to the original content." As well, the item unit was used in that it may have related a whole production: an essay, newstory or program (Kerlinger, 1973:529).

Documents generally establish facts about events which the researcher was not able to observe directly. They often tend to be the result of routine and regularized procedures. Thus, they can be more precise and far-reaching than an informant in certain areas.

However, there were disadvantages inasmuch as the documents may have been partisan.

Webb, et al. (1966:54-57) caution researchers to be aware of:

> . . . at least two major sources of bias in archival records—selective deposit and selective survival . . .
>
> Particularly in the political area, the holes that exist in data series are suspect. Are records missing because knowledge of their contents would reflect in an untoward way on the administration? Have the files been rifled? If records are destroyed casually, as they often are during an office move, was there some biasing principle for the research comparison which determined what would be retained and what destroyed?

Further to the above, Kerlinger (1973:702) suggested that external criticism and internal criticism need to be applied in retrospective research. That is, the researcher needed to examine the sources of data for their genuineness or validity. External criticism poses questions such as "Is the document genuine?" or "If X wrote the paper was he a truthful witness?" Internal criticism is concerned with the content of the source or document, its meanings, and the accuracy of its representations of the historical facts.

Validity and Reliability

Bauer and Gergen (1968:208) defined validity as "the extent to which the observation chosen to reflect a characteristic of a situation . . . reflects what is consensually felt to be the 'true' characteristic." A test of content validity was applied to the primary sources. Kerlinger (1973:458) defined content validity as:

> . . . the representativeness . . . of the content—the substance, the matter, the topics—of a measuring instrument. Content validation is guided by the question: Is the substance or content of this measure representative of the content or the universe of content of the property being measured?

Reliability is a closely related question to that of validity. Bauer and Gergen (1968:210) suggested that "If it were known that a given observation were perfectly valid, reliability would not be an issue." Gorden (1975:6) stated that reliability refers to "the probability that an observation if repeated at a different time by the same person, or at the same time by another competent observer, will give the same result."

Determination of validity and reliability of content were based on two factors: (1) access to primary sources; and (2) reliability checking of content by interviews with participants involved in, associated with, or related to the implementation of the accreditation policy.

Interviews

The nature of the study suggested a role for the interview as a method for confirming and/or gathering supplementary data particularly appropriate to the investigation of the implementation of policy on accreditation. Kerlinger (1974:480) viewed the interview as being: (1) exploratory in nature; (2) a measurement instrument; and (3) a means of supplementing other methods for gathering data. For purposes of this study the interview was seen as serving all three purposes.

The purpose was to obtain factual information as to how the interviewee viewed the events and the behavior of those associated with the policy under study. This information was deemed important to the identification, and understanding and interpretation of the circumstances, conditions and the relationships that existed in the policy process.

Gorden (1975:61) developed a classification of interviewing styles which enable a researcher to place differing emphases on exploratory endeavors. The standardized or structured interview, designed to obtain information pertinent to the research problem, is of two types.

> The scheduled interview not only specifies the questions in advance but also uses the questions in the same order for each respondent. The nonscheduled interview gives the interviewer some choice as to the order of the questions, freedom to attempt alternate wording . . . and freedom to use neutral probes.

The unstandardized (Kerlinger, 1973:481) or less-structured interview typifies the open situation, and facilitates the exploratory approach more effectively than the questionnaire in the manner suggested by Gorden (1975:39):

> Whether the interview is more valuable than the questionnaire depends on the degree to which we know exactly what we want to know and what the possible range of answers might be. The exploratory values of the unstructured interview are impossible to attain in a questionnaire where there is no opportunity to formulate new questions or probe for clarification.

According to Lofland (1970:75) the interview should be a flexible strategy of exploration, the object being:

> . . . to carry on a guided conversation and to elicit rich, detailed materials that can be used in qualitative analysis . . . to find out what kinds of things are happening. . . .

Thus, the interviews were semi-structured in that each respondent was asked the same set of general open-ended questions. Where promising avenues of inquiry became open, these too were explored during the interview.

In instances where no source documents regarding an event or activity existed, a variation of the interview generally referred to as protocols (Bauer and Gergen, 1968:223) was used. In such cases individuals were asked to think aloud on a given specific item and a tape recording of their responses was made. These recordings were used to facilitate reconstruction and interpretation of the event or activity.

Selection of Respondents[1]

Policy implementation, defined by Van Horn and Van Meter (1977:103), "encompasses those actions by public . . . individuals (or groups) that affect the achievement of objectives set forth in prior policy decisions." This definition suggested inclusion of people who were deemed to be knowledgeable about the question under consideration.

For purposes of this study a modified "leadership pool" approach (Bauer and Gergen, 1968:196) was employed to identify the respondents to be interviewed. Essentially a group of knowledgeable persons holding or who had held formal positions of authority with respect to the policy under consideration was selected. Those selected essentially included Department of Education personnel and school superintendents. Hence from the Department of Education, the Deputy Minister, the Associate Deputy Minister (Instructional), the Directors of Field Services and Communication, the Minister's Administrative Assistant, and the Co-ordinator of the Regional Office of Education (Zones 2-3) were interviewed. From the population of superintendents a purposive sample (Kerlinger, 1973:129) of eight superintendents was interviewed. Interviews were conducted with each member of the pool, and during the interviews key matters[1] related to the subject under study were identified as well as additional knowledgeable persons who were actively involved or engaged in, or associated with, the policy process. Bauer and Gergen (1968:195) claimed:

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[1] See Appendix D.

> . . . this approach is sensitive to issue specificity, avoids premature closure on the list of influentials, and could potentially reflect the various phases of policy formation.

Interview Guide[2]

As indicated earlier, an unstandardized interview with varying degrees of structure was incorporated in the interview format. The format was that of a focused interview (Gergen and Bauer, 1968:222) where an interview guide that contained a list of major areas of inquiry was employed. According to Gorden (1975:74):

> The interview guide . . . provides only an outline or checklist of the topics and subtopics to be covered but does not specify a sequence. . . . The interviewer is not only free to vary the sequence of topics and subtopics to fit the situation but he may also return to a topic more than once. He is free to omit questions suggested by the guide if he feels that the information was already obtained indirectly. He is also free to add questions and reword others when this will help convey the meaning.

Bauer and Gergen (1968:223) further indicated:

> . . . the focused interview may be especially advantageous with persons of high prominence . . . [who] may well resent an overly structured interview, and, in addition, they may play such a sufficiently distinctive role in the policy-making process that greater flexibility in questioning may be desirable.

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[1] See Appendix E.

[2] See Appendix F.

Validity

To assure a degree of validity in the interview guide, various drafts of the guide were subjected to critical examination by a panel of persons selected on the basis of familiarity with the problem under study.

Reliability

Kerlinger (1973:480) indicated that to achieve reliability in interviews "questions must be pretested and revised to eliminate ambiguities and inadequate wording." Reliability, where different persons interpret the interview guide in the same way, was achieved through an examination of the guide by the same panel of persons as was used to assure validity.

Description Verification

From the data derived from primary sources, secondary sources where appropriate, and selected information derived from the interviews, a chronology of events was developed. The chronology, written in the form of a descriptive narrative, was submitted to those individuals identified by both the positional and reputational approach. Each was asked to verify the accuracy of the facts, that the confidentiality of individual opinion was maintained, and to indicate any omissions. Errors or discrepancies identified were revised in the direction of majority perception provided the revision did not conflict with data derived from primary sources. This is consistent with Majone (1975:63) who stated: "Policy issues, and the conditions under which viable solutions can be found, exist independently of the perceptions and preferences of any one group of decisionmakers."

Once verified the chronology served as the data for study of the policy implementation process, and for application of the framework presented in Chapter 4.

STAGE II. THE ANALYSIS

The analysis of the data gathered conformed to the first of two types of empirical analysis for a case study identified by Lipset et al. (1970:169):

> Description and explanation of the single case, to provide information concerning its status as well as the dynamics through which it continued. This may be called a particularizing analysis.

Accordingly the data were presented with reference to the framework outlined in Chapter 4. The data were then analyzed in Chapter 6, and the findings organized in Chapter 7 according to the various parts of the research problem outlined in Chapter 1.

SUMMARY

This chapter presented the research design with reference to the problem and its sub-problems, the case study approach, a description of the policy process, and analysis of the implementation. The restricted generalizability of the findings was noted as a major limitation of this study.

Chapter 4

THE CONCEPTUAL FRAMEWORK

In view of the numerous perspectives (Smith, 1973; Bunker, 1972; Anderson, 1975; Van Horn and Van Meter, 1975; Williams, 1975; Rein and Rabinovitz, 1974) that have been taken regarding implementation of policy, Hargrove (1975:77) identified Van Horn and Van Meter, and Rein and Rabinovitz as being among the first to go beyond the case study approach to ask what framework for research on policy implementation might be developed. Since 1975, Van Horn and Van Meter (1977:117) have done further work and developed, on the basis of organizational theory literature, an eight-variable cluster framework which:

> . . . offers a blueprint for the description and analysis of the policy implementation process, and . . . proposes explanations for program achievements and failures.

Van Horn and Van Meter (1977:118) also claim it can be applied to any combination of federal (national or regional), state, and local relationships and responsibilities.

Van Horn and Van Meter (1977:116-117) go on to suggest:

> . . . that this framework be viewed as an heuristic model. It is designed for the purpose of discovering facts about the policy implementation process and is useful for empirical research, but probably is not capable of definitive proof (and it is not intended for such purposes).
>
> . . . the end product is no concise formula that can be employed to explain (in any strict sense) the observed results; rather it can be used to extract a better understanding of the process and of those factors that facilitate or hinder policy performance.

For the above reasons, the Van Horn and Van Meter (1977) framework, in modified form, was used in this study. In the words of Lasswell and Kaplan (1950:xxiii) the purpose was "to serve the function of directing the search for significant data, not predicting what the data will be found to disclose." Campbell and Mazzoni (1976: 5) suggest:

> The conceptual framework, then, offers a vantage point from which to view the subject, criteria for judging what information is relevant to its study, and a device for organizing the data that are gathered.

The purpose of this chapter is to discuss the elements of the framework and their interrelationships as schematically presented in Figure 3.

PROCESS PHASES

To facilitate investigation of the implementation of a public policy, subproblems were conceived of in relation to four policy process phases (Campbell and Mazzoni, 1976:7; Van Horn and Van Meter, 1977:106; Elmore, 1978; Hargrove, 1975; Rabinovitz et al., 1977:106) which occur within the environment—the political, socioeconomic and physical milieu—that forms the backdrop or situational setting of the problem under study:

1. Policy issue/problem: Phase in which political demands become translated into political issues or problem (that is, "a demand that members of the political system are prepared to deal with as a significant item" (Easton, 1957 cited in Campbell and Mazzoni, 1976:7)).

2. Policy statement: Phase in which the decision or choice made for society by its elected representatives—decisions made by

individuals that have effects on individuals or groups other than those involved in making the decision (Quade, 1977:20)—is expressed.

3. Implementation: A phase which is functionally integrated with the policy process (Pressman and Wildavsky, 1973:xiii) and which therefore can be conceived of in terms of analysis, planning and design, control, and assessment (Williams, 1976:720; Hargrove, 1975:2; Majone and Wildavsky, 1978:103). Williams (1976:270) sees implementation analysis and specification assessment, usually performed before a policy decision is made, as follows:

> Implementation Analysis: Scrutiny of (1) the preliminary policy specifications, to determine their clarity, precision, and reasonableness; and (2) staff, organizational, and managerial capabilities and implementation strategies, to determine the degree to which the proposed policy alternative can be specified and implemented in its bureaucratic/political setting.
>
> Specification Assessment: Assessment of the final policy or design specifications and measurement procedures, including certain feedback devices, to ascertain the degree to which the specifications correspond to decisions, are amenable to successful implementation, and are measurable.

Hargrove (1975:3) claimed:

> The process of setting the strategy of implementation overlaps in time with the decision process, is usually shaped by that activity and is given central attention by top policy officials. The matter of execution is . . . how do we carry out the strategy and plan . . . chosen.

Implementation control refers to "an action which adjusts operations to predetermined standards" (Cook, 1971:160). Control, according to Cook (1971:163) is necessary as:

> Control helps to make the most efficient use of the resources. Both time and money are limited, and performance is closely related to these two factors. The initial planning effort strives for resource efficiency, and control is an extension of this attempt. Since plans are rarely carried out without problems or deviations, control is necessary if

> there is a serious concern about the implementation of a plan. Furthermore, control helps to eliminate or minimize potential problems.

A major assumption underlying implementation control is that any attempts at implementing a policy will be less than completely successful in the initial stages of operation and will require corrective action. Further, control is applied at specific control points within a policy implementation process, mainly because indiscriminant attempts at controlling more general processes will be difficult. Zaltman, Florio and Sikorski (1977:236), recognizing that control points must be identifiable, accessible and manipulable, claim that control can be exercised by manipulating:

> . . . (1) the perceived need for change; (2) the degree of commitment to change among people in the educational system; (3) the system's capacity to change; (4) the time involved in the change process, (5) awareness of the presence of a change program; (6) the dynamics of particular decision stages; (7) the magnitude of the change; (8) the systems and the ways members of educational systems are classified and responded to; (9) the sources and levels of resistance; (10) the unintended/unanticipated/dysfunctional consequences of change; and (11) the nature of the change.

As to implementation assessment, Williams (1976:270) identified two forms:

> Intermediate Implementation Assessment: Assessment of the degree to which a field activity is moving toward successful implementation and is providing useful feedback information to improve the implementation effort.
>
> Final Implementation Assessment: Assessment of (1) the degree to which a field activity corresponds to the design specifications, and (2) the level of bureaucratic/political functioning, to determine whether or not there is a valid basis for deeming . . . a field activity fully operational.

4. Policy performance: Phase in which judgments are made about the policy in terms of performance measures that are meaningful to policy makers.

Distinguishing between these policy process phases is useful because it provides for a fuller understanding of implementation in the policy process. Such a differentiation constitutes a frame of reference for investigating the implementation of policy, it delineates process phases that are likely to be found across policy sectors, and it gives consideration to pre-policy phases, phases that may be crucial to the implementation of the policy.

Modifications to the Van Horn and Van Meter Framework

While ten variable clusters are presented, the relationships between the independent variables and the dependent variable (policy performance) specified, all of the linkages possible among the independent variables (consisting of both policy and situational variables suggested by Coleman, 1972) have not been explicitly identified. Thus, it is not the intention of this chapter, nor is it possible, to offer a fully specified framework for the investigation of policy implementation, which is in keeping with Nelson's (1974:413) contention: "A framework . . . that tries to encompass everything will end up effectively encompassing nothing."

Before turning to an elaboration of the framework, the bases of the modifications are briefly discussed below.

The modifications are in the form of two additional variable clusters and application of the general and issue-specific environment notions to the Van Horn and Van Meter framework, which essentially emphasizes the post-policy aspects of implementation otherwise referred to as execution (Hargrove, 1975). While it is recognized that implementation may be viewed as being analytically separate yet functionally integrated in the policy process, the additions relate pre-policy and/or policy-phase variables which are deemed to influence implementation of policy and ultimately policy performance. This stage is referred to by Hargrove (1975) as implementation planning and design. This is consistent with Pressman and Wildavsky's (1973:xiv-xv) claim that policies imply theories in that they "point to a chain of causation between initial conditions and consequences." The conditions are referred to as the general environment (Hall, 1977), the immediate or issue-specific environment (Campbell and Mazzoni, 1976), the policy issue-arena (Rabinovitz et al., 1976), and organizational approaches (strategies) to implementation (Elmore, 1978). Essentially, the framework incorporating the work of Rabinovitz et al. (1976), Elmore (1978), and Van Horn and Van Meter (1977), originates with Scharpf and Mayntz (cited in Rabinovitz et al., 1976:404) who viewed:

> . . . implementation in terms of the interrelationship between the structure of the problem, the policy instruments designed to address the problem and the structure of the implementing agency.

This view presupposes that certain problem structures, policy instruments, and organizational strategies or approaches are congruent with each other, and failure to achieve congruence produces dysfunction which may well influence the implementation and performance of policy.

Implicit in the above is the probability of policy failure will increase if a policy issue, problem or decision that emerges from a given setting calls for one organizational approach and is implemented through another. In this regard, Child (1974:10-11) suggests that, in terms of the design of organizational structure, authorities take the view that the type of situation is vital:

> . . . a set of structured administrative arrangements consciously adapted to the tasks that are to be done, to the expectations and needs of the people performing the tasks, to the scale of the total operation, to its overall complexity, and to the pressures of change being encountered with themselves act to promote a higher level of effectiveness than will a structure ill-suited to these contingencies.

With such congruence in mind, Hall (1977:297) suggests that: "for . . . change to be implemented, the organizational structure itself must change. . . . the form of the organization is contingent upon the task at hand." McCarthy et al. (1975:351) are of the view that the organization should be dependent upon the strategy for its form. The organizational emphasis is consistent with Nelson's (1974:390) observation that increasingly the policy community has been taking an "organizational" perspective.

In light of the foregoing, a worthy goal is to produce insights about how the environmental, situational and organizational factors interrelate, and influence and shape public policy—its formulation, implementation and performance—and enhance or limit its accomplishments. Given these considerations, a conceptual framework was needed with which it would be possible to analyze a public policy process component such as implementation, from an organizational theory perspective.

In turning to organizational theory for guidance in the study of a practical matter, such as policy implementation, Elmore (1978:87) found competing, conflicting and contradictory theories:

that is, the present state of organizational theory does not support a single analytic model. Nelson (1974:398) noted the difficulty encountered very succinctly:

> [We] presently lack [a] . . . normative intellectual structure capable of guiding us effectively regarding organizational choice . . . [We] lack even a language that will enable us to . . . talk about the organizational alternatives in a helpful manner.

From the above it was concluded that what is required is a conceptual perspective that would enable policy researchers to: (1) relate the environmental, situational, and organizational settings to the policy adopted and implemented; and (2) make reliable judgments about whether the environmental conditions, the policy issue, the organizational approach and the implementation strategy of the policy were compatible (Moore and Allison, 1978:156).

An elaboration of the framework, as presented in Figure 3, is provided below.

THE CONCEPTUAL FRAMEWORK: POLICY IMPLEMENTATION

The framework outlined in Figure 3 posits ten variable clusters—policy issue-arena, organizational strategies to implementation, policy standards, policy resources, communications, enforcement, disposition of implementors, characteristics of the implementing agencies, and the issue-specific environment, all set within the operating environment. These variables influence policy implementation efforts directed toward policy performance in a goal area. The framework also delineates several variables that shape the implementation linkage between prior policy conditions, the policy, and its

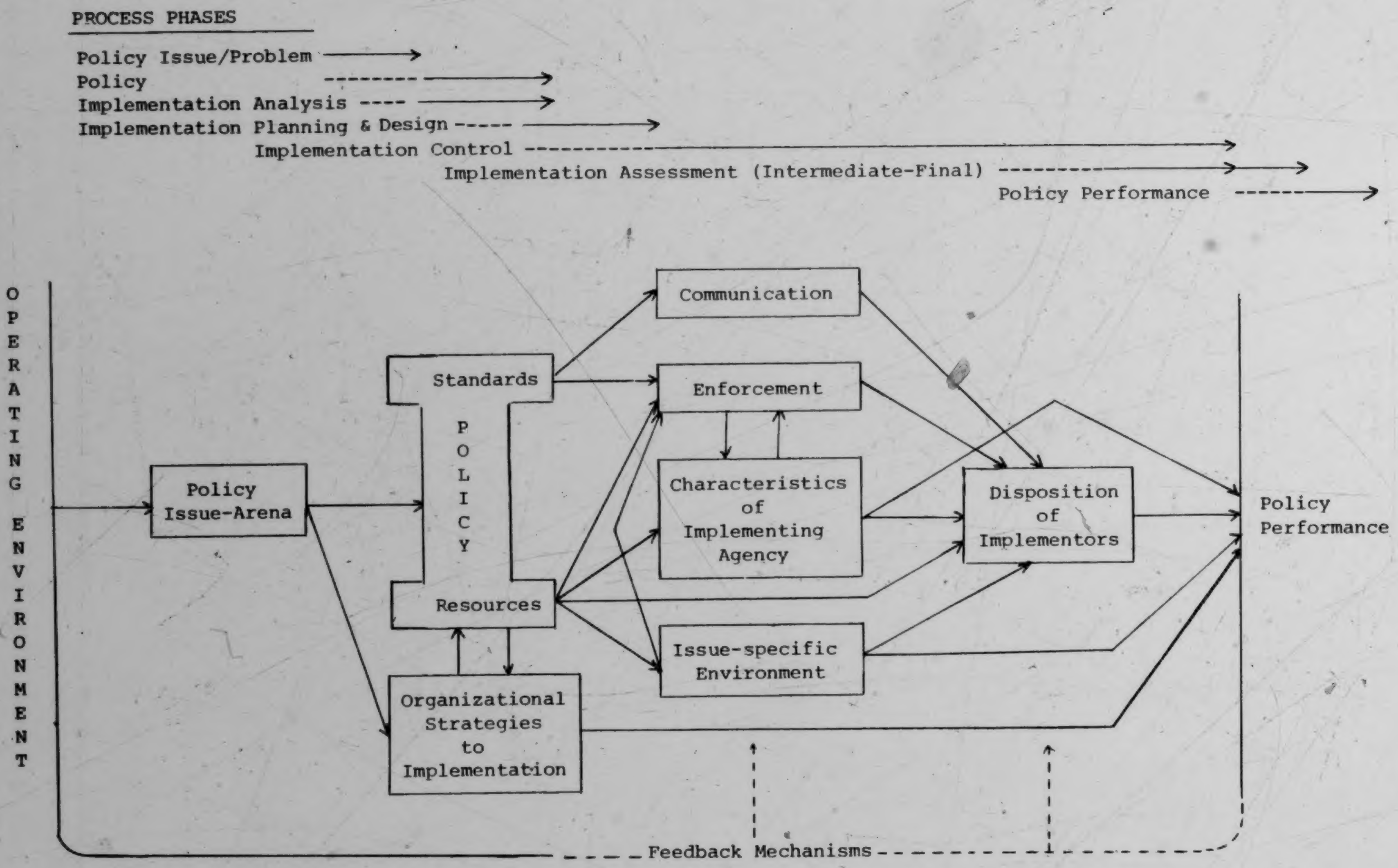
PROCESS PHASES
Policy Issue/Problem
Policy
Implementation Analysis
Implementation Planning & Design
Implementation Control
Implementation Assessment (Intermediate-Final)
Policy Performance
OPERATING ENVIRONMENT
Policy Issue-Arena
Standards
POLICY
Resources
Organizational Strategies to Implementation
Communication
Enforcement
Characteristics of Implementing Agency
Issue-specific Environment
Disposition of Implementors
Policy Performance
Feedback Mechanisms

Figure 3

A Conceptual Framework for the Study of the Implementation of a Public Policy

Sources: Adapted from Van Horn and Van Meter (1977:106), Rabinovitz, Pressman and Rein (1976), and Elmore (1978) performance. As well, it specifies the relationships among these independent variables.

The Operating Environment

In recognition of the cliché that no organization is an island unto itself, Hall (1977:303) argues, "the environment of organizations is a critical factor in understanding what goes on in and about an organization." Hall further suggests that there are certain general environmental conditions which must be of concern to all organizations as well as other environmental influences which impinge upon particular organizations but which may not affect the operation of other organizations. In expanding on this suggestion, Ratsoy (1976:1) stated:

> . . . the various conditions . . . have differing impacts on the organization at different points in time; the importance of some may be greater during one period and the importance of others may be greater at another time.

The operating environment, not necessarily a tangible entity in interaction, comprises those conditions which the organization encounters in implementing policy: technological; legal-governmental; ecological; economic; socio-cultural; and political (Hall, 1977: 304-312; McCarthy et al., 1975:177-189 passim). Taken as a whole, this complex of interrelated factors, external to the organization and essentially uncontrollable by it, is usually considered to be the operating environment of the organization (Friend et al., 1974).

Technological conditions. McCarthy et al. (1975:178) view technological conditions as often being the most apparent and dramatic environmental force. As an organization does not exist in a vacuum, a technological development in any sphere of activity will get to the organizations related to it (Hall, 1977:305). That is, new ideas, developments, and innovations come into circulation and become part of the environment, as a matter of course, through research, serendipity, or practice (Hall, 1977:305). However, organizations generally do not respond to technological change through direct absorption but rather through advocacy of change or stability.

Legal-governmental conditions. According to Hall (1977:326) legal-governmental conditions generally:

> . . . set many of the operating conditions of many organizations ranging from specific prohibitions of certain kinds of behavior to regulations requiring reporting . . . at periodic times of the year.

In addition, the impact of government is far reaching and constantly felt. Furthermore, there is continually new governmental action as laws and regulations are being constantly modified, superseded and reinterpreted.

Ecological conditions. The ecological conditions, otherwise known as the specific environment or immediate environment (Campbell and Mazzoni, 1976:6) of an organization are the number of organizations with which it has contacts and relationships and the environment in which it is located. Campbell and Mazzoni (1976:6) indicate this environment refers to the various individuals and groups with interests in educational policy, interests that on occasion come to be expressed as political demands. In other words, the specific environments of other organizations have direct and indirect influences on the focal organization.

Economic conditions. The state of the economy is an important environmental consideration as it tends to act as a constraint on an organization and impact organizational behavior. Hall (1977:308) claims, "Changing economic conditions are, in fact, excellent indicators of the operative goals of organizations." For nonprofit organizations such as a department of education and school boards, the level of governmental spending in areas which support their particular activities is of prime importance. Thus, the economic conditions in terms of resources provided could enhance or limit the implementation capacity of an organization.

Socio-cultural conditions. McCarthy et al. (1975:179) are of the view: "while technology may tend to be the most visible force, the most important from the organization's point of view are sometimes those affecting the behavior of people." Hall (1977:310) claims "the culture of the system surrounding an organization has a major impact on the way the organization operates." That is, unless the values, norms and behaviors of the various groups involved and/or affected are appreciated by organizations attempting to implement policy, attempts to do so will probably run into difficulty. Social conditions, or needs in a specific instance, could influence implementors to embrace or modify a policy decision: either to minimize public opposition or to respond to public wishes.

Political conditions. Political pressure is one of the more effective forces that usually brings about the passage of legislation and its subsequent enactment. Thus, if organizations are to influence governmental agencies, and avoid confrontation and conflict, they must be aware of and attend to current political conditions at the time.

The political environment, expressed in terms of support for and opposition to the policy (or its objectives) by organization superiors and/or by public or private individuals and groups, as well as the salience of the policy issue to them, tends to influence implementation efforts and results. Andrews (1976) is one who argues that the political context within which the organization finds itself is important in explaining the differences between responses of different agencies.

While the above suggests, in a general way, the areas that should be considered when viewing the environment, the difficulty arises when specifying how it should be done. The task of discerning the environment is a difficult one for the multiplicity of forces or conditions interact. Friend et al. (1974:28) introduce the term "operating environment" which includes all those aspects of the environment of a policy system from which issues emerge. The structure of the operating environment may itself be complex and dynamic, including both human and material elements which are frequently interrelated in ways that transcend arbitrarily set boundaries, and induce those concerned to engage in communications or transactions across them, often on a reciprocal basis. In view of the above the environment of a policy system may be presented as a whole in operational terms, thus retaining unity and continuity, and summarized in general terms as outlined earlier. In any event, it is considered an important task.

Hall (1977:144) in recognizing the importance of the environment to organizations points out, "The specific form an organization takes is dependent upon the environmental conditions it faces." Implicit in the above is the assumption that the environment may influence policy implementation whatever the conditions from which the policy issue may arise.

Policy Issue-Arena

In order to gain an appreciation of what the policy issue-arena is, a cursory but common perspective of policy implementation is first provided. Rabinovitz et al. (1976:399) suggest, "Between the development of policies and the impact of those policies . . . lies a much less explored terrain—the question of how policies are translated from law into practice." Hargrove (1975) posits that the question is one of policy implementation and as such should be regarded as the "missing link" in the policy process. Policy implementation as proposed by Pressman and Wildavsky (1973:xvi), includes "The setting of goals (policy . . .) toward which implementation is directed." This view encompasses factors affecting efforts to formulate and transform policy into operational terms and to achieve the changes mandated by that policy.

Rabinovitz et al. (1976:400), in recognizing that political processes enter into the implementation of policy, contend there are currently at least two different ways of viewing the implementation process:

1. The traditional approach, generally known as the compliance view, takes as its point of departure the need to develop ways of

ensuring that the activities of the members in a hierarchically structured organization comply with policy decision directives from those responsible for seeing the policy decision is implemented. The notion that any social problem can be solved in a manner consistent with the announced policy objectives and with the accepted institutional framework is due to what Smith (1973:197) contends, "is an implicit assumption . . . that once a policy has been formulated the policy will be implemented." Majone (1975:50) is supportive of Smith with his view that, "many otherwise competent tend to equate the desirable with the feasible." This is due, in part, to the reluctance by many administrators to entertain the idea that a policy implementation task is unmanageable. In this regard Friend (1975:1) states, "the 'implementation of policies' is often talked of by civil servants, politicians and others as if it were little different from the implementation of decisions."

In measuring implementation this orientation seeks to determine the extent to which actual practice of the policy adopted corresponds to what was intended. Fullan and Pomfret (1977:340) refer to this perspective as "the fidelity of implementation."

2. The second view of implementation, referred to as continuation of the legislative-political bargaining process, is that the nature of the task is still a political process only in a different arena. That is, interest groups and policy administrators continue the process of reaching accord in a post-legislative phase. According to Rabinovitz et al. (1976:401):

> Implementation becomes an attempt to reconcile three potentially conflicting imperatives: What is legally required;

> what is rationally defensible in the minds of administrators; and what is politically feasible to attract agreement among the contending parties having a stake in the outcome.

Concern for political feasibility of a policy has apparently led to the view that increased participation of interest groups is needed in the post-legislation phase of implementation. Down (cited in Rabinovitz et al., 1976:401) believes this process is inevitable in that implementation is always going to uncover new and unanticipated problems and, therefore, the process is justified on the grounds of organizational learning.

In viewing implementation from this perspective, the orientation is toward what Berman and Pauly (1975) called mutual adaptation in the Rand study. In other words, Berman (1978:171) says, "Mutation is the adaption of a project to its local organizational setting during implementation." This is different from what Berman (1978:170) calls "the adoptive fallacy"—the assumption that the implemented policy is the same as the policy originally articulated.

It is with these two views of implementation that Rabinovitz et al. (1976) propose the policy issue-arena matrix as a way of identifying a compatible implementation process.

Policy issue. A policy issue, the antecedent of a policy decision, is viewed as an unsettled matter of public import on the settlement of which other matters may depend, and requires resolution. In a political context a policy issue is deemed to be of such political significance and public import that responsive action on the part of government authorities is required.

Rabinovitz et al. (1976) view policy issues in terms of normative and technical dimensions with each dimension encompassing at least two elements. That is, policy issues can be charted in terms of the extent to which they have, on the one hand, clarity of purpose in their goal structure and continuity of commitment, and on the other hand, workability in terms of how to translate intentions into action and measurability of effects. Rabinovitz et al. (1976:405) suggest this can be done in terms of the purposes and the cognitive understanding of how these purposes can be brought about. Rabinovitz et al. (1976:405) go on to indicate "It is nevertheless convenient to simplify our task and to view these dimensions as nested and convergent, that is assume they form a graceful continuum." In other words, by taking one dimension, a policy issue can be distinguished in terms of specificity (and clarity) or ambiguity (and vagueness). Friend (1975:6) contends:

> The dimension of ambiguity or specificity is . . . of crucial importance in almost any public policy field, even though it is more often handled implicitly than explicitly so far as formal decision processes are concerned.

Berman (1978:167) holds to the position that, "Ambiguity is reflected by multiple goals, often conflicting, and in lack of specificity about means."

Arenas. Lasswell (1970:8) defined an arena as a zone of interaction or a situation in which officials are involved. Rabinovitz et al. (1976:405) define an arena as "the political and administrative context in which substantive policy issues are to be considered." From these perspectives an arena consists of a network of organizational interrelationships which tend to develop over time among policy makers, administrators, interest groups and other interested parties.

According to Rabinovitz et al. (1976:406):

> The important dimension on which arenas differ from each other is the extent to which there is a settled pattern of interaction among the actors vs. the extent to which the arena is largely open because the customary ways of working have not been established.

Thus, whether an arena is closed (settled relationships) or open (unsettled relationships) depends on the extent to which established (readily predictable) working relationships exist among the parties involved as well as how much time they have had to work together to settle disagreements. Rabinovitz et al. (1976:406):

> . . . described issues in terms of the extent to which they can be characterized by clear or ambiguous purposes and arenas in terms of the extent to which they have developed settled patterns of relationships among their key actors or whether the process remains largely open and unsettled.

Over time, arenas can change their character and move from a state of settlement to that of openness or the reverse. Similarly, clear and specific issues can evolve, in time, into ambiguous and vague ones, perhaps as Rabinovitz et al. (1976:406) point out "from a recognition that clarity was a function of misunderstanding." Alternatively, an ambiguous and vague policy issue can, in time, come to increased clarity of purpose.

The policy issue-arena interaction in relation to the implementation process is shown in Figure 4. As the task is to facilitate understanding of the policy implementation process, Figure 4 presents a 2 x 2 table which may describe differences in the required implementation process. It illustrates how the process of implementation may be influenced by policy issues interacting with arenas, both arising from the environment.

POLICY		Arenas	
		Closed (settled)	Open (unsettled)
Issues	Clear (specific)	Compliance 1	2 Accommodation
	Ambiguous (vague)	3 Clarification	4 Control/Delegation

Figure 4

Policy Issues, Arenas and the Implementation Process

Cell 1: Compliance. The situation in cell 1 is where the policy issue is relatively clear and the policy arena is relatively stable. Rabinovitz et al. (1976:407) indicate "the process is characterized by stability, cooperation and trust among legislators, interest groups and [administrators]." The presence of clarity and specificity of purpose, and hence measurability in a settled arena thus makes it possible to centralize implementation action. Further, there is continuity of commitment in the form of broadly accepted precedents which serve as a guide to action in the arena. That is, since past relationships tend to carry over into the future, the implementation process will tend to focus on, be concerned with and characterized by a high degree of compliance with policy intent.

Cell 4: Control/Delegation. Cell 4 represents a situation where the opposite ends of the respective dimensions prevail. In this cell, policy issues are characterized by ambiguity and vagueness in an open and unsettled arena. Rabinovitz et al. (1976:408) suggest "an ambiguous issue in an unsettled arena will produce a turbulent and conflictual . . . highly unstable political situation." The implementation process compatible with this case is best described by Rabinovitz et al. (1978:409) as a search for a balance between central control and local delegation. Of this case, Robert Bridges aptly states in The Testament of Beauty (cited in John Walton, 1969): "Our stability is but balance, and conduct lies in masterful administration of the unforeseen."

Cell 2: Accommodation. This cell represents a mixed situation where a relatively clear and specific issue confronts an open and unsettled arena wherein a process of accommodation modifies the policy through redefinition. The task is one of having to balance policy intent against real world circumstances. Rabinovitz et al. (1976:410) contend this has the effect of creating tension between "what was legally required and the equally compelling imperative of promoting workability by winning agreement among contending parties." That is, the implementation process appropriate to the situation represented by cell 2 is one of making relatively clear policy purposes workable in an arena of contention and disagreement. In other words, the process required is characterized by redefinition and accommodation.

Cell 3: Clarification. Cell 3 encompasses a mixed situation where an ambiguous policy issue emerges within a settled arena. Having no specific case to refer to, Rabinovitz et al. (1976:410) speculate, "If the activities in the arena dominate the ambiguities of the substantive issue, we can then expect a process of institutional learning to occur." Implicit here is the supposition that a structural change in the arena can affect the outcome of an ambiguous issue, making possible increased opportunities for learning and clarification. Rabinovitz et al. suggest that the way to clarify an ambiguous issue is to place it in a settled arena. Of course the ambiguity of the issue could become so pervasive as to unsettle the way the arena functions and thus result in confusion. In general, then, clarification best characterizes the implementation process required by the situation represented in this cell.

The above policy issue-arena table attempts to build into the design of policy an approach to identifying desirable and feasible alternative implementation strategies. Such an approach should lead to the development of implementation estimates of the ease or difficulty likely to be involved in different implementation alternatives and thus provide some guides to implementation before any implementation takes place. However, the selection of an organizational implementation strategy could be made before, at the same time as, or after a policy decision is made. The simultaneous influence implies that what happens to a policy depends not only on policy and organizational strategy characteristics, but also on what happens to the organizational strategy because of the policy decision and because of the way the policy is implemented.

Prior to connecting the policy issue-arena situations with specific organizational approaches or strategies, two variable clusters (policy standards and resources) will be discussed, each of which may, depending on the timing, influence or in turn be influenced by the selection of an organizational approach.

The Policy: Standards and Resources

Sabatier (1975:331) contends, "there are three (possibly incongruent) indicators of the nature of policy: (a) the text, (b) the intentions of the propagators, and (c) the perceptions of interested actors." Generally, two components of a policy (resources and standards) influence the implementation process (Van Horn and Van Meter, 1977:107). In addition, the nature of a policy may influence the selection of the organizational approach to implement the policy. This aspect will be discussed following consideration of policy standards and resources.

Policy standards. Policy standards identify the objectives of a policy and establish requirements with varying degrees of specificity for how those objectives should be implemented. The objectives serve as performance indicators as well as an elaboration on the overall goal of the policy. These indicators provide the "benchmark" criteria against which implementation and performance of a policy can be judged. However, Majone (1975:58-59) contends:

> . . . one often singles out one particular objective as 'the' goal to be optimized, subject to a minimum level of satisfaction of the remaining criteria. These side conditions transform objectives into policy constraints.

Van Horn and Van Meter (1977:107) claim:

> Standards are commonly contained in the legislation and program regulations, but they may also be elaborated upon in such diverse sources as technical assistance

> guides, statements by policy makers, and news releases and brochures from the agency responsible for obtaining compliance.

Policy standards can be used to assess the clarity, consistency and accuracy of direction provided by the policy. In addition, standards indicate to the implementors what is expected of them and to indicate to them how much discretion they have. As Pressman and Wildavsky (1973:xiv) suggest, "implementation cannot succeed or fail without a goal against which to judge it." For those monitoring the implementation of policy the standards provide the limits on the activities that are acceptable, and on the sanctions that can be imposed for non-compliance.

Van Horn and Van Meter (1977:108) suggest:

> Ambiguities in policy standards may be fostered deliberately . . . because policy makers are unwilling or unable to reach a consensus on the directives that should be promulgated.

This then raises the dilemma, cited by Rabinovitz et al. (1976:416), of "the twin evils of excessive statutory specificity and excessive bureaucratic discretion." Thus, the question of standards becomes important. Should policy makers set standards from which no deviation is permitted, or should they set standards which can only be approximated in the long-term? In other words, in terms of policy standards, should mutual adaptation be expected in the short-term and fidelity to the initial standards only be expected in the long-term? Certainly the perspective of implementation that is taken can influence both the implementation control and measurement, and the organizational approach employed to implement the policy.

Policy resources. Policy resources are the financial incentives and other forms of support provided to facilitate and encourage involved individuals (and groups) to pursue full implementation of the policy decision. Zaltman et al. (1977:162) claim that, "Resources may also represent constraints, depending on the amount and quality of the resource." Resource limitations, ever present in policy implementation, are compounded by the rules of public accounting which restrict free allocation and manipulation of public resources.

Organizational Strategy Alternatives to Implementation

Given the policy issue-arena implementation table discussed earlier, it is reasonable to assume no single organizational approach or alternative is generally applicable to all implementation situations. Elmore (1978:188) takes the position that "there is no single, coherent body or organizational theory that will serve as the basis for analysis." In other words, no single approach adequately captures the full complexity of the implementation process. On the basis of Allison's (1971:2) argument, "What we see and judge to be important . . . depends not only on the evidence but also on the 'conceptual lenses' through which we look at the evidence."

Hargrove (1975:3) cogently points out that in implementation two different processes take place:

> The process of setting the strategy of implementation overlaps in time with the policy decision process, is usually shaped by that activity and is given central attention by top policy officials. The matter of execution and administration of a program once designed is usually of less priority to policy officials and is given over to the care of civil servants.

Thus, it is with the above in mind that Elmore (1978:188) suggested that:

> . . . viewing the implementation process through a number of organizational models allows us to be specific about the organizational assumptions we make when we offer prescriptions for implementation.

By so doing, Elmore (1978:189) contends, this will force administrators to think systematically about organizational alternatives to implementation of policy.

Thus, in response to his own question: "If knowledge of organizations is central to the analysis of implementation, then how do we go about putting that knowledge into a form useful for analysis?" Elmore (1976) proposes four organizational strategy alternatives, representing an application of theory as well as the major schools of organizational theory, that can be brought to bear on the implementation problem. The four alternatives proposed are:

1. the bureaucratic alternative which, representing the sociological view of organizations, features the interaction between routine and discretion;

2. the organizational development alternative which combines sociological and psychological theory and focuses on the conflict between the needs of individuals and the demands of organizational life;

3. the systems management alternative which captures the organizational assumptions of the rationalist tradition of policy analysis; and

4. the conflict and bargaining alternative which assumes that conflict is the dominant feature of organizational life and

addresses the problems of how people with divergent interests coalesce around a common task.

In proposing the four organizational alternatives, Elmore (1978:190) posits four propositions that capture the essential features of each alternative. The first proposition identifies the central principle of the alternative; the second identifies the distribution of power in the organization; the third identifies the decision-making process; and the fourth gives a representative sketch of the implementation process.

In the following section the alternatives are presented and elaborated upon in an order that relates each alternative with its corresponding cell of the policy issue-arena implementation table.

Alternative 1: Implementation as Bureaucratic Process

For cell 1 of the policy issue-arena implementation table, where the implementation process is characterized by a high degree of compliance with policy intent, Elmore (1976) suggests the bureaucratic process alternative outlined below:

> Propositions:
>
> 1. The two central attributes of organizations are discretion and routine; all important behavior in organizations can be explained by the irreducible discretion exercised by individual workers in their day-to-day decisions and the operating routines that they develop to maintain and enhance their position in the organization.
>
> 2. The dominance of discretion and routine means that power in organizations tends to be fragmented and dispersed among small units exercising relatively strong control over specific tasks within their sphere of authority. The amount of control that any one organizational unit can

> exert over one another—laterally and hierarchically—is hedged by the fact that, as organizations become increasingly complex, units become more highly specialized and exercise greater control over their internal operations.
>
> 3. Decision-making consists of controlling discretion and changing routine. All proposals for change are judged by organizational units in terms of the degree to which they depart from established patterns; hence, organizational decisions tend to be incremental.
>
> 4. Implementation consists of identifying where discretion is concentrated and which of an organization's repertoire of routines need changing, devising alternative routines that represent the intent of policy, and inducing organizational units to replace old routines with new ones. (Elmore, 1978:199-200)

The problems of implementing policies in a bureaucratic setting can generally be traced to two basic elements: discretion and routine (Elmore, 1978:200). The central focus of the bureaucracy is what Wilson (cited in Elmore, 1978:201) identifies as controlling discretion. The means by which high-level bureaucrats attempt to control subordinate discretion are techniques such as budget and planning cycles, clearance procedures, reporting requirements and evaluation systems. These tend to be seen as incidental to the subordinate's view of the organization's "work" and result in splitting the high-level administrators and the subordinates.

The bureaucratic process alternative traces the effect of lower level discretion and routinized behavior on the implementation of policy. The central task is to discover where discretion resides and how existing routines can be shaped to the purposes of the policy as the bureaucratic process alternative assumes the existence of discretion and routine as means by which subordinates resist control. The bureaucratic alternative further assumes that the dominant characteristic of organizations is resistance to change; that is, the subunits of an organization will continue to do what they have been doing until some way is found to make them do otherwise.

In the implementation process, a policy must pass through several successive layers of the implementing agency before it reaches the point of impact on the client. To a large extent, whether or not the policy has its intended effect depends on the degree to which the existing routines at each level of the process are supportive of the policy. Generally, since policy is made at the top and implemented at the bottom, it is at the final stage or the point of delivery that the forces of discretion and routine are the most difficult to overcome. That is, as Elmore (1978:204) argues, "major shifts in policy have little or no effect until they reach the final transaction between service giver and client." From this perspective, implementation failure is the result of policy makers failing to understand "street level bureaucracy" (Lipsky, 1976:197): the operational conditions under which service delivery is carried through.

Williams (1976:20) argues that most implementation problems arise from a hierarchical division between what he calls "policy and operations spheres." In the policy sphere the people tend to be concerned with global issues—the way policy is stated in legislation, the regulations or guidelines—and the general shifts in the distribution of power among subunits. As a result, when implementation is to be acted upon in the operations sphere there is little in the way of useful guidance for implementors. Thus, Elmore (1978:208) contends:

> The unresponsiveness of large public bureaucracies to new policy initiatives is more often than not attributable

> failure to connect the "big ideas" of policy-makers with the mundane coping mechanisms of implementors.

The major advantage of the bureaucratic process alternative is that it focuses on the discretion-routine patterns of bureaucratic life and forces consideration of how policies affect the operational routines of those who deliver the service. Too often, policy makers and administrators tend to focus on those factors that emphasize control and predictability, often overlooking those that undermine control and provide opportunities for deviation in the implementation process. Elmore (1978:207) further contends that:

> Bureaucratic routines operate against the grain of many policy changes because they are contrived to exist precisely because they have immediate utility to the people who use them in reducing stress and complexity of work. Failing to account for the force of routine in the implementation of policy leads to serious misconceptions.

Another advantage of the process alternative is its descriptive utility. It captures the pattern of implementation failure in which hierarchical controls generated by high-level administrators to alter the behavior of subordinates, or by one government agency to structure the action of another, simply fail to affect the all important delivery transactions that determine the success of a policy.

Alternative 4: Implementation as Conflict and Bargaining

Cell 4 is characterized by a process that searches for a balance between central control and local delegation. Elmore (1978) suggests the conflict and bargaining process alternative as outlined below.

> Propositions:
>
> 1. Organizations are arenas of conflict in which individuals and sub-units with specific interests compete for relative advantage in the exercise of power and the allocation of scarce resources.
>
> 2. The distribution of power in organizations is never stable. It depends exclusively on the temporary ability of one individual or unit to mobilize resources to manipulate the behavior of others. Formal position in the hierarchy of an organization is only one of a multitude of factors that determine the distribution of power. Other factors include specialized knowledge, control of material resources and the ability to mobilize external political support. Hence, the exercise of power in organizations is only weakly related to their formal structure.
>
> 3. Decision-making in organizations consists of bargaining within and among organizational units. Bargained decisions are the result of convergence among actors with different preferences and resources. Bargaining does not require that parties agree on a common set of goals, nor does it even require that all parties concur in the outcome of the bargaining process. It only requires that they agree to adjust their behavior mutually in the interest of preserving the bargaining relationships as a means of allocating resources.
>
> 4. Implementation consists of a complex series of bargained decisions reflecting the preferences and resources of participants. Success or failure of implementation cannot be judged by comparing a result against a single declaration of intent, because no single set of purposes can provide an internally consistent statement of the interests of all parties to the bargaining process. Success can only be defined relative to the goals of one party to the bargaining process or in terms of the preservation of the bargaining process itself. (Elmore, 1978:217-218)

In the above process alternative, implementation is characterized by constant conflict over purposes and results and by the pursuit of relative advantage through the use of bargaining as each agency pursues its own interests. In this light, implementation becomes a series of moves by individual subunits, each seeking to shape the behavior of others to its own ends. Implementation failure occurs because no single unit of government is sufficiently powerful enough to force others to conform to a single declaration of policy.

The conflict and bargaining process alternative does not assume the existence of hierarchical control, does not assume that actions are governed by a predictable set of bureaucratic routines, and does not assume that concerted action can proceed only from consensus and commitment to a common set of purposes. Implementation proceeds in the absence of a mechanism of coordination external to the actors themselves, such as hierarchical control, routine, or group consensus.

The absence of agreement on overall goals or commonality of purpose is not necessarily a sign of organizational failure, but simply an indication directing attention to the existence of conflict and bargaining as facts of organizational life. The outcomes of implementation are bargained solutions or resultants which reflect no overall agreement on purposes.

Bargained solutions proceed by convergence, adjustment, and closure among entities pursuing essentially independent ends. In this regard Allison (1971:162) states:

> . . . the decisions and actions of governments are . . . political resultants . . . in the sense that what happens is not chosen as a solution to a problem but rather results from compromise, conflict, and confusion of officials with diverse interests and unique influence.

Thus, success or failure of implementation is largely a relative notion and is determined by the entity's position in the process as the policy implemented lies somewhere between the stated requirements of the law and regulations and the interest of local implementors.

The contribution of the conflict and bargaining process alternative to implementation analysis is the insight that parties to the implementation process need not agree on anything except the necessity to bargain. The bargaining process generally proceeds by convergence, adjustment, and closure rather than hierarchical control, routine and consensus. That the process alternative enables the interpretation of events without attributing an overall purpose to them makes it a powerful descriptive device. This feature is also the alternative's weakness since it does not allow an objective definition of implementation success or failure as all such judgments are assertions of relative advantage in the process. In addition, the conflict and bargaining process alternative provides no bases for improving the implementation process.

Alternative 2: Implementation as Organizational Development

For cell 2, which represents a mixed situation characterized by redefinition and accommodation, Elmore (1978) suggests the organizational development process alternative outlined below.

> Propositions:
>
> 1. Organizations should function to satisfy the basic psychological and social needs of individuals—for autonomy and control over their own work, for participation in decisions affecting them, and for commitment to the purposes of the organization.
>
> 2. Organizations should be structured to maximize individual control, participation, and commitment at all levels. Hierarchically structured bureaucracies maximize these things for people in upper levels of the organization at the expense of those in lower levels. Hence, the best organizational structure is one that minimizes hierarchical control and distributes responsibility for decisions among all levels of the organization.

> 3. Effective decision-making in organizations depends on the creation of effective work groups. The quality of interpersonal relations in organizations largely determines the quality of decisions. Effective work groups are characterized by mutual agreement on goals, open communication among individuals, mutual trust and support among group members, full utilization of member's skills, and effective management of conflicts. Decision-making consists primarily of building consensus and strong interpersonal relations among group members.
>
> 4. The implementation process is necessarily one of consensus building and accommodation between policy-makers and implementors. The central problem of implementation is not whether implementors conform to prescribed policy but whether the implementation process results in consensus in goals, individual autonomy, and commitment to policy on the part of those who must carry it out. (Elmore, 1978:209)

The significance of the organizational development process alternative is that it reverses the "normal" flow of policy from top to bottom. The message is that the capacity to implement resides at the bottom, not at the top of the organization. In the words of Elmore (1978:215), "the process of initiating and implementing new policy actually begins at the bottom and ends at the top." Thus, the role of high level administrators is residual; they can provide the resources that implementors need to execute the policy, but they cannot exert direct control over the factors that determine the success or failure of that work. That this is so, is supported by Berman and McLaughlin (1975:31) who argue that the only way an innovation can be established in an organization is for implementors to learn it, shape it, and claim it for their own—another way of referring to "mutual adaptation."

The organizational development process alternative focuses on those aspects of an organization's internal structure that enhance or inhibit the commitment of implementors. Thus, from this perspective policy does not exist in any concrete sense until the implementors have shaped it and claimed it for their own; the result being a consensus reflecting the initial intent of the policy makers and the independent judgment of implementors.

The organizational development process alternative forces recognition of the narrow limits of an organization's capacity to change the behavior of another. Elmore (1978:216) argues that:

> When an agency at one level of government attempts to implement policy through an agency at another level, the implicit assumption is that the former controls factors that are important in determining the performance of the latter.

The organizational development approach suggests that those factors that have the greatest influence on the implementation are precisely those over which external agencies have the least control. Thus, the most that one level of government can do to influence the implementation process is to provide general support that enhances the capacity of implementors at another level to act.

The strongest criticism of the organizational development process approach resides in its bias toward consensus, cooperation and strong interpersonal ties which tend to ignore or downplay the role of conflict in organizations or politics of change.

Alternative 3: Implementation as Systems Management

To cell 3, a mixed situation which is characterized by a process of clarification, Elmore's (1978) proposed systems management process alternative may be linked.

Propositions:

> 1. Organizations should operate as rational value maximizers. The essential attribute of rationality is goal-directed behavior; organizations are effective to the extent that they maximize performance on their central goals and objectives. Each task that an organization performs must contribute to at least one of a set of well-defined objectives that accurately reflect the organization's purpose.
>
> 2. Organizations should be structured on the principle of hierarchical control. Responsibility for policy-making and over-all system performance rests with top-management, which in turn allocates specific tasks and performance objectives to subordinate units and monitors their performance.
>
> 3. For every task an organization performs there is some optimal allocation of responsibilities among subunits that maximizes the organization's overall performance on its objectives. Decision-making in organizations consists of finding this optimum and maintaining it by continually adjusting the internal allocation of responsibilities to changes in the environment.
>
> 4. Implementation consists of defining a detailed set of objectives that accurately reflect the intent of a given policy, assigning responsibilities and standards of performance to subunits consistent with these objectives, monitoring system performance, and making internal adjustments that enhance the attainment of the organization goals. The process is dynamic, not static; the environment continually imposes new demands that require internal adjustments. But implementation is always goal-directed and value-maximizing. (Elmore, 1978:191)

The systems managment process alternative is based on the assumption that effective management proceeds from goal-directed, value-maximizing behavior. The crux of the approach is well defined policies, clearly assigned responsibilities, expected outcomes are specified, and people are held accountable for their performance. Generally, organizations are thought of as problem-solving "systems"— as Elmore (1978:192) points out, "functionally integrated collections of parts that are capable of concerted action around a common purpose." Such integration presupposes hierarchical control to be the most important element ensuring that organizations function as systems.

Anthony's (1965:16-18 passim) discussion of planning and control is indicative of the transition from policy to operations:

> Strategic planning is the process of deciding on objectives, on resources used to obtain these objectives, and on the policies that are to govern acquisition, use and disposition of these resources. . . . Management control is the process by which managers assure that resources are obtained and used effectively and efficiently in the accomplishment of the organization's objectives . . . [and] operational control is the process of assuring that specific tasks are carried out effectively and efficiently.

Taken together, Anthony's functions describe a general set of decision rules for the allocation of resources, tasks, and performance criteria among the subunits of an organization.

Elmore (1978:193) indicates that in the systems management approach a correct mix of hierarchical control and subordinate discretion is required. Hitch and McKean (cited in Elmore, 1978:193) refer to this aspect as "sub-optimization" which, in organizational terms, consists of holding subunits responsible for a certain level of performance but giving the subunits the discretion to decide on how that level is to be achieved. Sub-optimization, then, provides a means of exercising hierarchical control by focusing on the performance of subunits rather than on their internal operations.

From the systems management perspective, according to Elmore (1978:195), effective implementation requires four main ingredients:

1. clearly specified tasks and objectives that accurately reflect the intent of policy;
2. a management plan that allocates tasks and performance standards to subunits;
3. an objective means of measuring subunit performance; and
4. a system of management controls and social sanctions sufficient to hold subordinates accountable for their performance.

Success or failure of implementation is judged by observing the discrepancy between the policy declaration and subordinate performance. Williams (1976:281-282 passim) suggests the analyst focuses on the "clarity, precision, comprehensiveness, and reasonableness of the preliminary policy," on "the technical capacity to implement," and on "the extent to which the actual outputs of the organization have changed in the expected direction after the introduction of the innovation." However, in order for this view to make sense in organizational terms, it must be assumed that policy makers, administrators, and analysts possess a common understanding of policy and have sufficient control of the implementation process to hold subordinates accountable to that understanding.

The problem with the systems management approach is that it fails to account for the weakness of management control across jurisdictional boundaries.

In commenting on the four process approaches, Elmore (1978: 227-228) states:

> . . . certain kinds of problems are more amenable to solution when using one perspective than when using another. It is conceivable that in certain times and settings, the use of management controls is clearly appropriate, while in other circumstances only bargaining is appropriate. In some instances, wholesale delegation of discretions is the obvious course of action to follow, while in others firm control of discretion is necessary. . . . The problem is to understand when certain tools of analysis and strategies of action are likely to pay off and when not.

Thus, given a general environment from which emerges a policy issue-arena, a compatible organizational process approach to the implementation of a policy may be drawn. This is consistent with McCarthy et al. (1975:356-357) who support the view that the organizational structure should be in harmony with and supportive of the policy in concluding that policy administrators:

> . . . must have in mind an organizational structure which can best serve their strategy . . . must analyze the present organization, its structure and its people to determine whether these support their strategy, or whether revisions are required in those organizational elements . . . must implement strategy by structuring the organization and affecting the behavior of individuals and groups in ways which best bring about the achievement of overall objectives.

That is, for a given situtational setting, a policy may be more effectively implemented through the application of an appropriate organizational process approach within a given framework as earlier presented schematically in Figure 3.

Prior to elaborating on the remaining six of the ten-variable clusters, their utility within the overall schema can be illustrated by reference to three general explanations for unsuccessful implementation, which are similar to Kaufman's (quoted in Van Horn and Van Meter, 1977:105) for non-compliance in organizational settings:

> — The Communication Process. Effective implementation requires that the implementors know what they are supposed to do. As messages pass through any communications network, distortions are likely to occur—producing contradictory directives, ambiguities, inconsistencies in instructions, and incompatible requirements. Even when directives and requirements are clear, problems may arise as implementors fail to comprehend fully what is expected of them.
>
> — The Capability Problem. Successful implementation is also a function of the implementing organization's capacity to do what it is expected to do. The ability to implement policies may be hindered by such factors as overworked and incompetent staffs; insufficient information, political support and financial resources; impossible time constraints.
>
> — Dispositional Conflicts. Implementation efforts may fail because implementors refuse to do what they are supposed to do.

Similarly, Gross, Giaquinta, and Bernstein (1971:122-148 passim) also provide several implementation barriers:

1. Lack of clarity: either (1) the lack of clarity of the role expectations . . . in the implementation, or (2) lack of clarity and understanding . . . among organizational members;
2. Lack of capability: (1) inadequate skills and knowledge among organizational members to carry out the innovations, or (2) lack of required . . . resources;
3. Lack of compatibility: inconsistency of organizational arrangements operating and those needed;
4. Lack of feedback: failure to provide a mechanism to identify and deal with problems associated with implementation efforts;
5. Lack of commitment: unwillingness to invest time and energy.

The above are two studies that have helped identify factors that contribute to an understanding of the process of policy implementation, and which Van Horn and Van Meter used in the development of their conceptual framework. With four of the variable clusters (general environment, policy issue-arena, policy standards and policy resources) having been dealt with earlier, the remainder are elaborated upon below.

Communications

Policy standards cannot be complied with unless they are communicated with sufficient clarity to those in charge of executing the policy so that the implementors will know what is expected of them. Communications, a difficult and complex task, will not necessarily contribute to a positive disposition on the part of implementors for the understanding and interpretations of the policy standards in the messages, and manner by which they are communicated may serve up conflicting policy positions over time.

Thus, it is important to review the nature and content of the specific orders, advice, and clarifications communicated to implementing agencies. Van Horn and Van Meter (1978:109) identify some of the specific questions that should be raised: What is the accuracy, clarity, consistency, and timeliness of the communications compared with the policy standards and of the information going to the implementing agencies over time? What interpretations do the operational representatives bring to their understanding of the program, and what are their definitions of acceptable local performance? What policy standards do they emphasize in their reviews of activities and in their consultations with officials?

Poor communications may be the result of a number of factors, one of them being the original ambiguity contained in the policy standards. Added to these are the selective perceptions and concerns of policy administrators. To isolate the problem areas, the record of standards, the guidelines and regulations, and the process of communicating them to local implementors would have to be examined.

Enforcement

Generally, successful implementation of policy requires mechanisms and procedures whereby the senior government may increase the likelihood that implementors will act in a manner consistent with policy standards. In this regard, Van Horn and Van Meter (1978:110) maintain:

> There is no hierarchy of officials in the intergovernmental system that can be ordered toward a set of pre-determined objectives: the careful specification of plans and standards, while important, will not suffice to guarantee effective program performance.

Thus, enforcement is mandatory if the implementors are to act in a manner that is in keeping with policy standards if a fidelity perspective is to be maintained. That is, as Neustadt (1960:18) states: "orders are not self-executing; they require the presence of an action-forcing mechanism."

Van Horn and Van Meter (1977:110) claim that policy administrators essentially have "three means of enforcement for achieving compliance from the individuals (or groups) who implement the program; norms, incentives and sanctions." These correspond to Etzioni's (1961:5-8) three forms of power: normative, remunerative and coercive. The argument here is that in different contexts, and with different organizations, different forms of power may have to be employed in order to achieve compliance with the organization's objectives.

Norms are frequently used in enforcement techniques through socialization, persuasion, and co-optation of implementors. Incentives, in addition to financial support, may be provided in the form of technical assistance, research, or assistance in obtaining other resources. Sabatier (1975:317) suggests that "slippage" can be prevented by similar strategies: (1) monitoring through on-site visitations, local program reviews, program evaluations, and audits; (2) expert intervention where local agencies face hostile forces within their environments; and (3) remobilization of resources.

Policy administrators must be sensitive to and aware of the characteristics of the individuals (and groups) they are dealing with when they choose among the means of enforcement. Too often it is assumed that obtaining support for a policy is largely non-problematic, that is, in many instances the bureaucracy either already possesses such support from the various groups or has the tools to achieve it without much trouble.

Disposition of Implementors

The level of support enjoyed within the agency responsible for implementation often determines the success or failure of a policy. In this regard, Petrick (quoted in Van Horn and Van Meter, 1977:113) observes, "this stems from the fact human groups may find it difficult to carry out effectively acts for which they have no underlying beliefs." Three elements of the implementors' disposition may affect the implementors' response: their understanding of the policy standards; the direction of the implementors' responses toward them; and the intensity of their support or rejection of the policy.

While the policy standards may be communicated with accuracy, the receiver may not receive the message due to overload. Implementors, on the other hand, may be hostile toward the policy because if offends their personal value system, self-interest, organizational loyalties, or existing preferred relationships. Those holding intense negative orientations toward the policy may openly defy policy objectives by attempting diversion and non-compliance.

Characteristics of the Implementing Agencies

Whatever the disposition of the implementors may be, certain features of the implementing agency's staff, structure, and relations with other officials and units of government will tend to enhance or limit the prospects for implementation. Van Horn and Van Meter (1977:14) identify the experience and competence in terms of training and knowledge of the staff to perform the tasks required of them.

Other elements suggested by Van Horn and Van Meter (1975: 420-421) are: (1) the degree of hierarchical control of subunit decisions and processes within the implementing agencies; and (2) the agencies formal and informal relations with the "policy making" or "policy enforcing" body.

Issue-Specific Environment

The political-continuation perspective toward implementation put forward by Rabinovitz et al. (1976) implies that during the implementation process there exists an issue-specific environment that can affect the execution of policy. In this regard, Hall (1977: 303) refers to "specific environmental influences, such as other organizations" which interact with the focal organization and thus form an "organization set." Hall (1977:322) also states:

> The specific environment is composed of the organizations and individuals with which an organization is in direct interaction. An analysis will be focused on organizations, because although particular individuals, such as certain politicians or others who independently attack an organization because of real or imagined evils, can be very important, in the vast majority of cases such individuals are representatives of another organization.

Campbell and Mazzoni (1976:7), in speaking to state policy making in education, claim that in crossing the boundary from the environment to the system or focal organization itself:

> . . . one finds a relatively stable group of actors who have a continuing concern with public school policy, who interact on a regular basis, and who together constitute the elements of the state education policy system.

From a provincial perspective the actors that Campbell and Mazzoni refer to include the Minister's office, the legislature, the department of education, and the provincial educational interest groups. These various interest groups thus would continue to press for their issue-specific interests in an attempt to influence the orientations toward the policy, thus impacting its execution.

Although the above variable clusters have been presented in static terms, it is important to note the dynamic character of the implementation process. That is, implementation generally follows a developmental path. In this regard, Van Horn and Van Meter (1977:116) claim, "factors that affect the execution of policy in its initial stages may be of little consequence at a later point in time." Thus, it is important that the study of implementation be approached from a longitudinal process. Further, the variables indicated in the framework are not mutually exclusive but rather are interrelated through linkages among themselves. As outlined above, the variable clusters direct attention to a set of factors or components and some of their interrelations that influence policy performance.

Policy Performance

Policy performance is the dependent variable and precise and meaningful performance measures need to be specified to determine whether or not policy objectives have been realized, to make statements about the adequacy of implementation actions and to propose specific remedies that might be undertaken to correct deficiencies.

Williams (1976:270), from a timing perspective, suggests two types of assessment activities which ought to occur prior to policy outcome assessment:

> Intermediate Implementation Assessment: Assessment of the degree to which a field activity is moving toward successful implementation and is providing useful feedback information to improve the implementation effort.
>
> Final Implementation Assessment: Assessment of (1) the degree to which a field activity corresponds to the design specifications, and (2) the level of bureaucratic/political functioning to determine whether or not there is a valid basis for . . . deeming a field activity fully operational.

The performance indicators can be derived from a number of sources: the statements of policy makers, the text of the policy, the regulations and guidelines, or criteria suggested by client groups or by specialists in the field. In any event, Rossi and Williams (1972) contend the measures used in a research endeavor should be based on the purpose for which the research is conducted. Of assistance in this regard is Berman (1978:178) who hypothesizes that implementation can result in four end-states: (1) nonimplementation, no adaptation of the policy or in deliverer behavior; (2) cooptation, no adaptation in deliverer behavior, but adaptation of the policy to accommodate existing routines; (3) technological learning, no adaptation of the policy but adaptation of routinized behavior to accommodate the policy; or (4) mutual adaptation, adaptation of both the policy and deliverer behavior. Thus, measurement of performance along these lines is an extension of Berman and McLaughlin's (1974) "mutual adaptation" and Fullan and Pomfret's (1977) "fidelity perspective." Notwithstanding the foregoing, the measurement of any implementation is a "snapshot in time" as the implementation perspective and the conclusions reached relative to a particular policy potentially change with the passing of time.

Feedback Mechanisms

As problems during implementation are inevitable, feedback mechanisms—a term used to refer to the nature of the interactive network during implementation—are considered essential (Fullan and Pomfret, 1977:375). While not explicitly linked in the framework, yet fully implied, is the notion of feedback mechanisms. In this regard, Thomas (1975:198) aptly observes that implementation activity occurs as an administrative dialectic:

> . . . —a series of promulgations . . . preceded, accompanied and followed by inputs and feedbacks from affected clientele. Implementation and feedback go hand in hand and must be considered together.

SUMMARY

The ten variable cluster conceptual framework elaborated in this chapter was based essentially on the work of Rabinovitz, Pressman and Rein (1976), Van Horn and Van Meter (1977), and Elmore (1978). It provides an outline for the longitudinal study of the policy implementation process. As such, while not capable of definitive proof of implementation, it was designed for the purpose of deriving an explanation of the implementation of a policy in an attempt to provide a more comprehensive understanding of the process.

The framework is illustrative of Hargrove's (1975:2) conclusion "that the term implementation can be used to refer to two different but interrelated processes"—implementation analysis and planning, and execution and assessment. The framework incorporated the two processes because they are difficult to separate in practice. The two processes take place at different times and engage the attentions of different actors. The process of setting the strategy of implementation overlaps in time with the policy decision process, is usually shaped by that activity and is given central attention by top officials. The matter of execution of a policy once designed is given over to the care of others.

The important point here is that a great deal of significance should be placed on implementation considerations, before any actual implementation takes place, that is, even before policy has been set. This perspective brings the discussion back to the difficulty of separating policy and implementation—even in an analytical sense. That is, implementation is integrated with the policy process.

The purpose of the study was to investigate the implementation of public policy. The conceptual framework for carrying through the study—expressed in the form of ten variable clusters: policy issue-arena; organizational strategies to implementation; policy standards; policy resources; communication; enforcement; disposition of implementors; characteristics of the implementing agencies; and the issue-specific environment, and all set within the general environment—was derived from the works of Rabinovitz, Pressman and Rein (1976), Elmore (1978) and Van Horn and Van Meter (1977) and set in the context of process phases suggested by Williams (1976).

The framework served the function of directing the search for significant data relating to the implementation, as well as a device for organizing the data that were gathered.

Chapter 5

ACCREDITATION POLICY: AN HISTORICAL OVERVIEW[1]

This chapter presents an historical overview of significant events and conditions leading up to the time the accreditation policy was announced on February 8, 1973, as well as events and conditions occurring between February, 1973 and November, 1977. The preparation of an historical overview was seen as an essential first step in the investigation of the implementation of the accreditation policy. The assumption underlying the decision to prepare such an overview was that an understanding of past events and conditions would serve to facilitate one's understanding of the implementation of public policy.

Primary source materials, such as documents including interoffice memoranda, correspondence, minutes of meetings, position papers, policy statements and guidelines, public presentations, and reports, served as data sources for the descriptive narrative from which this overview was derived. Only those documents which contributed information and related historical aspects were selected and reviewed. Pertinent data were synthesized to provide a comprehensive overview of chronological events related to accreditation.

The accuracy and comprehensiveness of the content in the overview were validated by a review panel.

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[1] Appendix F provides a complete chronology of the events and conditions under consideration.

The following overview addressed two basic questions: (1) What were the significant events and conditions leading to the accreditation policy announced on February 8, 1973? and (2) What were the significant events and conditions directly related to the accreditation policy from February, 1973 to November, 1977? The overview is presented in four parts: the first part relates to the era of compulsory examinations from 1906 to 1973; the next three parts present a review of the data collected with reference to the framework outlined in Chapter 4.

The framework, expressed in terms of ten variable clusters: policy issue-arena, policy standards; policy resources; organizational strategies to implementation; communications; enforcement; disposition of implementors; characteristics of the implementing agencies; and the issue-specific environment; and all being set within an operating environment, served the function of directing the search for significant data as well as a device for organizing the data that were gathered.

This chapter presents the four parts: Part I presents the era of compulsory examinations from 1906 to 1973; Part II focuses primarily on the pre 1973 operating envitonment and the policy issue-arena; Part III presents the specific circumstances that precipitated the withdrawal of the compulsory aspect of the Grade XII departmental examinations; Part IV presents the post February, 1973 to November, 1977 time period.

PART I: THE ERA OF COMPULSORY EXAMINATIONS[1]

From 1906 to 1973, secondary school students in Alberta wrote some form of provincially set and scored examinations. Student achievement thereon was certified by the Minister of Education. This was deemed to be in keeping with the mandate[2] the Alberta government had to provide education for Alberta students and with this "the responsibility to see that the schools are fulfilling the expectations of the electorate" (Dumont, 1977:6). Dumont (1977:6) contends:

> A system of monitoring education in schools was deemed necessary to make certain that standards in education were maintained and that inconsistencies across school systems regarding student achievement evaluations were avoided, thus supposedly enhancing public confidence in the local schools. Until the early 1970's therefore, when the last compulsory departmental examinations were eliminated, the legitimization of educational standards was done by the government through an extensive system for external examinations, and inspections by provincially appointed school inspectors.

In general terms, four major purposes have been served by such provincial examinations:

1. to provide a basis for award of a diploma;
2. to provide a screening device for admission to post-secondary educational institutions;
3. to provide evidence for changes in school programs; and
4. to provide direction for curriculum review and change. (Alberta Education, 1976:1)

Over the sixty-seven year period, the subjects examined have varied but have always included English, mathematics, science, social studies, and second languages.

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[1] Data for this section were derived mainly from an Alberta Education publication, Roles in Student Evaluation and Research, September, 1976.

[2] Statutes of Canada. British North America Act, 1867. Ottawa: Queen's Printer, 1973.

In general, matriculation (university entrance) and diploma requirements remained stable throughout the 1940-1960 period. The basic requirements for a high school diploma were an overall standing of 'C' or better in 100 credit units, plus three Grade XII examination (matriculation) subjects in which the lowest acceptable mark was a 'C.' Matriculation requirements were a 'B' standing in six Grade XII matriculation subjects plus an average score of 60 percent or higher in these subjects. A 'B' standing meant the student scored in the top 60 percent of all the candidates writing the test.

During the 1960's there occurred an increase in the number of students accommodated in high schools because of the combined effect of a greater population and "reduced-flexible" university entrance requirements. Matriculation requirements were reduced to five examination subjects, and later reduced to four examination and one non-examination subjects. Other changes included introduction to the practice of "anchoring" test scores to measures of aptitude, and the use of the multiple-choice test format for machine scoring and statistical analysis. Despite the changes, the notion that any provincially developed examination was useful and/or desirable, regardless of purpose, type of test or method of scoring, continued to be criticized (Alberta Education, 1976:6).

Many variations of the arguments pro and con could be cited:

> Major arguments against the examinations included concerns about their restrictive effect on curricula, their inability to deal fairly with all parts of a course adapted for local needs, their misuse by some jurisdictions to judge teacher performance and the inadequacy and psychological burden of a one-shot total and final evaluation. Increased qualifications and experience of the teaching force justified a shift to summary evaluations by the teachers. Proponents of retention

> of Departmental finals expressed concerns about loss of standards if individual teachers were allowed control of evaluation, held that teachers were more technically qualified to instruct than to evaluate, claimed that Departmental evaluations protected teachers from local pressures to pass undeserving students, and argued the provincial examinations provided a benchmark for year to year and locale to locale comparisons. Furthermore, there was evidence that an individual's examination scores were useful predictors of continued academic success. (Alberta, Education, 1976:7)

Also, on the basis of the 1959 Cameron Commission Report, the Alberta government in 1963, enacted The Accredited School Districts Act. Rusnack (1975:12) observed:

> This Act allowed a board of trustees of a city school district with a ten thousand plus student population to apply for accreditation. Local autonomy was granted to acceptable school districts for curriculum, texts, and evaluation.

In 1970, the 1963 Accredited School Districts Act was repealed as no board had applied for and instituted accreditation.[1]

By 1969 the Minister of Education approved a recommendation of the High School and University Matriculation Examinations Board to allow the mark submitted by the teacher to comprise 25 percent of the student's final mark in English 30 and Biology 30. The teacher's mark, submitted to the Department of Education, was converted, scaled, and combined with the departmental examination mark to provide a composite score for the subject (Alberta Education, "Roles in Student Evaluation and Research," 1976:9). The mark received by the student was generally referred to as the department mark.

In 1970 the High School and University Matriculation Examinations

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[1] Calgary School District No. 19 applied for accreditated school district status, met the appraiser's evaluation, reconsidered the costs, and withdrew the application. No other district applied.

Board recommended further reduction of the impact of the Grade XII departmental examinations, even to the point of phasing them out. By June, 1971, the teacher's mark was combined with the departmental examination mark on a "50-50" basis in English 30 and Biology 30. However, the Minister of Education, in responding to the High School and University Examinations Board, indicated he was not prepared to extend the provision for composite marks to the other Grade XII examination subjects (Alberta Education, Memorandum from Dr. E. J. M. Church, Director of Pupil Personnel Services, to the Examinations Board, March 22, 1971).

In summary, the role of provincially set examinations for secondary students extended to the early 1900's. These examinations were deemed necessary to make certain standards in education were maintained, thus supposedly enhancing public confidence in education. Until the early 1970's, when compulsory examinations were eliminated and support for local autonomy in matters of student evaluation was growing, the legitimization of education standards was provided by the provincial government through the Department of Education examination system. The matter of change in the Grade XII examination procedures evolved incrementally until the change of government in Alberta in 1971 when the pace quickened to the point where the issue became an unsettled matter of public import, and resolution thereof mandatory.

Part II presents the operating environment and the policy issue-arena.

PART II: THE OPERATING ENVIRONMENT AND THE POLICY ISSUE-ARENA

Presentation of the operating environment, viewed as a dynamic complex of interrelated factors generally external to the policy system, formed the backdrop for the policy as well as the context from which policy issues emerged. While the environmental influences impinged on the policy process throughout the time period under study, the review of the environment was limited to the evidence which indicated environmental conditions were perceived as having a bearing on the accreditation policy. As the time period under study covered some six years, only those environmental changes after February, 1973 were noted.

Thus, the pre February, 1973 environment is first presented as a dynamic and complex chronological whole, and then summarized in terms of specified environmental conditions. The post February, 1973 environment is dealt with primarily in terms of the issue-specific environment as Iannaccone and Lutz (1970:27) indicated: "As a social system becomes increasingly closed, it decreases its exchanges with its environments. . . ."

The Operating Environment: Pre February, 1973

At the onset of the 1970's there was growing support in educational circles for more local autonomy in matters of student evaluation (Dumont, 1977:6-7). The movement toward accreditation evolved slowly over the years as many educators, parents, students, and others protested the use of provincially developed, set, and administered examinations. Section 12 of The School Act, 1970, which empowered the Minister of Education to make regulations governing the examination of students, was viewed as hindering the move to local autonomy.

The School Act, 1970, proclaimed on August 1, 1970, was developed with an emphasis on local autonomy—one of five issues involved (Stringham, 1974:78). Local autonomy was emphasized through a number of provisions contained in the legislation. Essentially, local autonomy was provided through provisions sucn as:

1. local appointment of the superintendent of schools
2. local determination of the school year
3. local determination of the rules and regulations for the administration and operation of the school system
4. local development of curriculum.

An occurrence, parallel to the local appointment of superintendents of schools, was the establishment of regional offices of education throughout Alberta in 1972. This had the effect of removing the physical presence of the Department of Education from local school systems, as well as further decentralization of the Department's authority (Dumont, 1977:8). The role of the regional offices was primarily consultative (Alberta Education, "Field Services Policy Statement," 1976).

Local determination of the school year resulted in many jurisdictions changing to the semester system. Further, the uniformity of the traditional school year throughout the province was no longer the case. The Department of Education viewed the system of Grade XII departmental examinations negatively in terms of the locally determined school year: "Our present system of examinations is incompatible with legislation which permits every school board to organize its school year" (Alberta Education, "Examinations," circa 1971).

Section 65(3)(d) of The School Act, 1970, whereby the school board is required to make rules for the administration, management and operation of schools, transferred to boards a local autonomy enhancing function—that is, policy making.

In addition, local autonomy was further enhanced by the provision enabling school systems to pursue curriculum development to fit local conditions. This accent on local autonomy highlighted the incongruity of departmental examinations.

Generally, The School Act, 1970, set the devolution of authority or transfer of power to local school boards. However, the matter of departmental examinations was perceived as hindering the realization of that devolution. The School Act, 1970, and the regulations written thereunder, were viewed as the legal-governmental conditions which set the operational conditions in education.

That The School Act, 1970, was developed under conditions which characterized a conservative milieu can best be viewed with reference to the actors and the relationships between them or, in other words, the ecological conditions. In this regard, the best related evidence was provided by Daloise (1970), Maddocks (1970), and Wilcer (1970), from whom Nussbaumer (1977:33) drew the following generalizations:

1. recommendations which reflected already established trends in policy or practice, or which suggested a

course of action where no feasible alternatives could be devised were likely to be implemented (Wilcer, 1970: 114; Maddocks, 1970:172; Daloise, 1970:125);

2. recommendations which senior officials of the Alberta Department of Education perceived as being feasible or as being favorably received by the public were likely to be supported by them (Daloise, 1970:127; Maddocks, 1970:172; Wilcer, 1970:114);

3. recommendations viewed by senior officials in the Alberta Department of Education as having no benefit for the public or as having interests contrary to the interests of the stake holders (for example, Alberta Teachers' Association, Alberta School Trustees Association) were either disregarded or opposed (Maddocks, 1970:173; Wilcer, 1970:116);

4. recommendations not clearly directed to particular groups, such as teachers, for implementation, and ones which were not clear in their interest were not likely to be implemented (Daloise, 1970:128; Maddocks, 1970: 173-174);

5. recommendations were not likely to be implemented if social, economic and educational conditions were not supportive of the proposed changes (Daloise, 1970:114; Wilcer, 1970:123,127).

From the above the ecological conditions were such that if the Alberta Teachers' Association, the Alberta School Trustees Association, and the Department of Education reached consensus on an issue or policy, it generally would have received government approval, and implemented. However, where the issue required action and no consensus existed amongst the three organizations, the following occurred:

> Where compromise was not possible, arbitrary decisions by government and its employees attempted to ameliorate differences such that the least-objectionable, pragmatic solution was presented for enactment. (Stringham, 1974: 171)

Thus, throughout the 1960's and early 1970's, the basically incremental, conservative socio-political milieu in which education in Alberta continued for many years provided a climate which was characteristically evolutionary. These ecological conditions within which the regularly associated groups—the Department of Education, the Alberta Teachers' Association, and the Alberta School Trustees Association—generally prevailed during 1971 and through 1972.

The ecological conditions related above were accompanied by economic restraint and expenditure control by the government over school boards which began in 1969 with the ceiling on supplementary requisitions and which prevailed in modified form through the 1970's. In addressing the matters of restraint and control, "The Minister Lou Hyndman says spending controls were retained over school boards because that's what the public wants" (Calgary Herald, April 17, 1974). A trustee in relating some of the practices and trends in education in Alberta (Proudfoot, 1974:44), in effect identified the policy instruments (OECD, 1976:66) available to the government when he stated: "The provincial government controls education through effective mechanisms the major of which is the 'dollar' and its companion the 'regulation.'" The economic climate during the 1970's can be best illustrated by the following statement:

> The veering in public and government opinion is not as sharp as in many other countries, but it is distinctly present. Everywhere the talk is about economics, and restrictive measures have become common. Care is taken not to further anger unwilling taxpayers; the great enthusiasm of the 1960s is melted; and new public tasks are coming to the fore (together with their financial demands) in place of education. (OECD, 1976:37)

The Grade XII examination issue is again raised. It was during the veering in public opinion in August, 1971, that the Progressive Conservatives defeated the government of the day in Alberta. Shortly after the Progressive Conservative government took office in September, 1971, the High School and University Matriculation Examinations Board, recognizing the opportunity for action, indicated to the Department of Education:

> . . . that, as a matter of general policy, this Board is prepared at this time upon recommendation of various examination or curriculum committees to accept school-based marks up to 50% of the final mark. Carried. (Alberta Education, High School and University Matriculation Examinations Board meeting minutes, September 30, 1971)

The Board advocated further action as outlined below:

> Motion No. 2 . . . that with appropriate supporting documentation Motion No. 2 and No. 3 of the April 10, 1970 meeting be brought to the attention of the Minister for his consideration. Carried. (Alberta Education, High School and University Matriculation Examinations Board meeting minutes, September 30, 1971)

Motions No. 2 and No. 3 of the aforementioned meeting provided as outlined below:

> Motion No. 2 . . . It is moved that this High School and University Matriculation Examinations Board recommend to the Minister of Education that he take appropriate and immediate action to arrange for the phasing out of the present system of Grade XII matriculation examinations and for the replacement of the present system of evaluating students for post-secondary institutions by a more appropriate system. Carried unanimously.
>
> Motion No. 3 . . . We recommend that the Minister of Education take into consideration the following suggestions as appropriate procedures for developing an alternative system of evaluation for entrance to post-secondary institutions in the province of Alberta:
>
> 1. consultation to be carried out with representatives of of those institutions, agencies and groups affected, and

> 2. provision of acceptable appeal procedures.
>
> Carried unanimously.
>
> (Alberta Education, High School and University Matriculation Examinations Board meeting minutes, April 10, 1970)

The response. In response, the Minister of Education indicated a willingness to discuss the issue and suggested to the Deputy Minister that four options covering the whole range of the question be chosen, and that the Alberta Teachers' Association and the Alberta School Trustees Association be requested to respond with their respective views, with introduction of the matter to the public to be made early in 1972 (Alberta Education, Memorandum from the Minister of Education to Dr. E. K. Hawkesworth, Deputy Minister, October 21, 1971). The Minister's position was as follows:

> It has become evident that this question of examinations and possible accreditation must be examined on a provincial basis. . . . I have instructed that the entire question of accreditation be re-examined with special regard to implications which accreditation may have for university entrance, quality control procedures, equitable appeal procedures, and for a justifiable procedure for awarding scholarship and other awards. (Alberta Education, Letter from the Minister of Education, to the Chairman of Lethbridge School District No. 51, October 21, 1971)

The Directors of the Department were unanimously opposed to the continuation of the then current examination system as well as to a complete withdrawal of the examinations; there was strong support for a continuation of the examinations as a court of appeal for students (Alberta Education, "Examinations," circa 1971).

At a meeting of the Deputy Minister of Education and the Table Officers of the Alberta School Trustees Association held December 2, 1971, the following proposed changes in the departmental examination procedures were reported to the Executive of the Association.

> 1. It has been indicated that the universities are willing to accept the marks from accredited schools for entrance requirements.
>
> 2. It is proposed that the Department will retain the authority and responsibility for accrediting high schools.
>
> 3. It is proposed that at a date to be determined (December, 1972, or January, 1973, have been mentioned) all high schools in the Province will be accredited.
>
> 4. The Department by that time will have developed power tests normed on the old provincial population for optional use by students, trustees, schools, and school boards.
>
> 5. It is recognized that students must have an appeal route for teacher awarded marks.
>
> 6. Presumably, there have been some verbal agreements that universities will not implement entrance examinations.
>
> 7. The Department of Education feels that quality will be maintained by their inspections and by comparison to the provincial results on the power tests.
>
> 8. It is proposed that the power tests will be administered perhaps twice a year and all students writing these tests will do so at that time. As these are not based on specific course content, courses do not need to be terminated in order for a student to sit for these. (Alberta School Trustees Association, Executive Meeting Enclosures, December 11, 1971)

While the Alberta School Trustees Association was not wholly supportive of the Grade XII examinations, it was of the view:

> . . . it would be better for the Department to continue its present role in Grade 12 examinations in preference to abandoning this role to the individual high schools through the avenue of accreditation. (Alberta School Trustees Association, Letter from L. L. Williams, Executive Director, ASTA, to Dr. E. K. Hawkesworth, Deputy Minister, December 20, 1971)

The position that the Association was unwilling to have the examinations withdrawn without safeguards resided in the following:

> 51. The ASTA supports in principle the concept of:
> (i) the development of an appropriate external system for

> adequately assessing at regular intervals the knowledge, skills and attitudes of pupils in the public school systems of Alberta (9E-71)
> (ii) a periodic external audit of the assessment-evaluation process (10E-71)
> (Alberta School Trustees Association, Members' Handbook, 1973:22-23)

The position of the Alberta Teachers' Association resided in the following:

> 1.8 Evaluation procedures which test clearly attainable goals are a proper and important part of the teaching and learning process. (1967/72)
>
> 1.9 The Department of Education should designate educational objectives to be included in common education for all and delegate the authority to evaluate student achievement to the school. (1967/72)
>
> 1.A.6 BE IT RESOLVED, that the Alberta Teachers' Association advocate that final marks in all Grade XII subjects be determined in the same manner as are all final marks in Grade X and XI subjects. (1971)
> (Alberta Teachers' Association, Members' Handbook, 1973: 142,146)

In December, 1971 the Department of Education informed school jurisdictions throughout Alberta of the change in Grade XII departmental examination practices as follows:

> Commencing with the Grade XII Departmental Examinations scheduled for June 1972 the following practice will be instituted.
>
> In each subject for which there is a Departmental Examination equal weighting will be given to a mark supplied by the school and to the score obtained on the examination . . .
>
> Schools will be required to report marks in the examination subjects. These are:
>
> English 30
> Social Studies 30
> Mathematics 30
> Mathematics 31
> Chemistry 30
> Chemistry 30X
> Physics 30
> Physics 30X
> Biology 30
> Latin 30
> French 30
> German 30
> Ukrainian 30
>
> (Alberta Education, Communique from Dr. E. J. M. Church, Director of Pupil Personnel Services, to all school jurisdictions, December 20, 1971)

In a follow-up communique to all high school principals, the Department of Education provided further clarification regarding the change in Grade XII examination practices by attempting to make teachers aware of "the composition [expressed as a percentage of course content] of the examinations in order that individual emphases may be reflected in the teacher gradings" (Alberta Education, Communique to All High School Principals from Dr. E. J. M. Church, Director of Pupil Personnel Services, March 22, 1972).

The general proposal. In the closing days of 1971, the Deputy Minister had submitted to him one proposal regarding revisions to the Grade XII examinations procedures:

> 1. The school mark will normally determine the final standing in all subjects designated 30, 31, 33, 35 and 36 (usually referred to as Grade XII subjects).
>
> 2. Under the revised scheme all school marks will be reported as a percent.
>
> 3. There will be an appeal procedure for those who do not wish to accept the school mark.
>
> 4. There will be a set of examinations produced and administered by the Department of Education. These will be used for appeals for those wishing to apply for scholarships, and for adults.[1]
>
> 5. As in the past each university will determine both the subjects and standings which it requires for entrance into its various faculties. (Alberta Education, Memorandum from Dr. E. J. M. Church, Director of Pupil Personnel Services, to Dr. E. K. Hawkesworth, Deputy Minister, December 22, 1971)

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[1] The content of the examinations would not relate to any specific course, but would test intellectual skills in each subject area over a wide range of ability, with a broad choice of subject matter—generally that contained in Alberta courses of study.

With respect to "phasing-in" the proposal, September, 1972 was proposed as the beginning date, with the first marks to be submitted in December, 1972, and the first appeal examinations to be held February, 1973 (Alberta Education, Memorandum from Dr. E. J. M. Church, Director of Pupil Personnel Services to the Deputy Minister, Associate Deputy Minister and Directors' Council, January, 1972).

Field discussions with trustees and the Alberta School Trustees Association relative to the proposed changes focused directly on the question of maintenance of standards (Alberta School Trustees Association, Letter from L. L. Williams, Executive Director, ASTA, to Dr. E. K. Hawkesworth, Deputy Minister of Education, March 7, 1972). Typifying the reaction was the following:

> Zone 3 of the Alberta School Trustees Association:
>
> Favors administration of Grade 12 departmental examinations where the practice allows equal weighting to a mark supplied by the school and to the mark obtained on the examination and that Grade 9 promotion remain the same as is presently being done.
>
> That the Department of Education indicate what their proposals might be with respect to Grade 12 examinations before any decisions is made by them. (Alberta School Trustees Association, Letter from the Secretary, ASTA Zone 3, to L. L. Williams, Executive Director, ASTA, March 3, 1972)

The general proposal is recommended. Concurrent with the field reaction the High School and University Matriculation Examinations Board considered and approved the following general proposal for revision of the existing examination program:

1. A score supplied by the individual high school will normally determine the final standing in all senior high school courses designated 30, 31, 32, 33 and 35. (Note: In this revised scheme the designation 36 will disappear.)

> 2. In the six matriculation subjects, if the student, having received his school marks, does not wish to accept it as a final standing, has the option of writing a Departmental Examination. These examinations will be held each year in February and July. The student may apply to write in any of the six subjects in which he has taken instruction. Both the school mark and the examination mark, suitably identified will appear on his high school transcript. Appeals in Grade XII subjects for which there is no examination will be dealt with locally. A student could appeal his marks to his teachers, his school principal, and through his superintendent to his school board.
>
> 3. As in the past each university or other post-secondary institutions will determine both the high school courses and the standings in each of them required for admission to that particular institution.
>
> 4. Initially all high schools in the province will be accredited. Sometime later the Department of Education might develop some systematic scheme for accrediting high schools for recommending for Matriculation and University Entrance. For the present the Department would accept standings in Grade XII examination subjects from schools whose "A" card had been approved by the proper school authority. The universities would either accept these marks or set up their own admission requirements for high school students. (Alberta Education, High School and University Matriculation Examinations Board meeting minutes, March 3, 1972)

In recommending the above proposal to the Minister, the Board also recommended that no school system be required to adopt the "Matriculation Procedures" within one year of adoption by the government, and further that before any implementation of the procedures there be wide consultation with all agencies and institutions concerned.

Shortly thereafter the Minister of Education announced a new Grade IX testing program[1] to monitor the quality of education across the province on a representative sampling basis. As to purpose, the Minister stated:

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[1] The program was terminated in 1973 by Ministerial Order (Alberta Education, Roles in Student Evaluation and Research, September, 1976:9).

> By this means we can tell whether education standards within the province are going up, down or remaining steady. (Alberta Education, News Release #40, April 17, 1972)

The Alberta School Trustees Association, in commenting on the above noted announcement, raised the question of maintenance of standards: "The Department is now abandoning gradually, but surely, this position and it is pertinent to ask who will take on this job in the future" (Alberta School Trustees Association, Letter from L. L. Williams, Executive Director, ASTA, to the Minister of Education, May 23, 1972). In response, the Minister, while not addressing the question of standards' maintenance, stated, "I do think that the plans that my Department has proposed will satisfy the conditions set by your two regulations"[1] (Alberta School Trustees Association, Letter from the Minister of Education, to L. L. Williams, Executive Director, ASTA, June 23, 1972).

The "50-50" departmental mark. In June, 1972, the final marks awarded students who wrote Grade XII departmental examinations were determined on a "50-50" basis. That is, 50 percent of the teacher-awarded mark and 50 percent of the departmental examination mark resulted in an aggregate total referred to as the department mark. Also, at the time of the writing of the June, 1972 departmental examinations Grade XII students from a limited number of jurisdictions were exempted from writing the examinations. In this regard the situation was as follows:

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[1] The term regulations refers to Association policy statements 51(i) and (ii) cited earlier on pages 115-116.

> By the 1970's the province had also permitted a few school jurisdictions to conduct experimental programs involving curricular and timetable changes which by the nature of the program and scheduling exempted students from provincial examination. Hundreds of students in several schools in Lethbridge, Calgary, and Camrose obtained diplomas and matriculation standing through these special programs. (Alberta Education, "Roles in Student Evaluation and Research," September, 1976:9)

Following the writing and scoring of the June, 1972 departmental examinations, "some apprehension" was felt by Department of Education officials when the examination results were compared to the teacher-awarded marks (Alberta School Trustees Association, "Executive Director's Remarks at the Accreditation Seminar," February, 1973). In other words, "A question of credibility was generated when some teacher marks were sufficiently different from examination results to bias the final mark" (Alberta Education, "Roles in Student Evaluation and Research," September, 1976:9).

The Boards of Trustees of the Lethbridge School Districts Nos. 51 and 9, having earlier been granted permission by the Department of Education to determine the final marks to be awarded to students in departmental subjects, respectively approved identical policy statements on "Local Autonomy in Evaluation" (Alberta Education, Letter from Dr. O. P. Larson, Superintendent of Schools, Lethbridge School District No. 51, to Dr. E. K. Hawkesworth, Deputy Minister, October 25, 1972).

Then during the latter part of 1972 the Commission on Educational Planning, supportive of accreditation, reported as follows:

> The weight of the evidence before the commission strongly endorses a change in the role of the provincially developed Grade XII matriculation examinations—the departmentals as they are usually termed. They should be redesigned as power tests . . . and made available on a periodic basis . . . as one check on progress.
>
> With the redesign of the present departmentals on a power test basis should come the automatic accreditation of every public and separate school in Alberta . . . Putting it another way, final marks in all Grade XII courses or programs would be determined in generally the same manner as are final marks in Grade X and XI activities.
>
> . . . Additionally, the department should establish a target date for total switch-over so that those concerned can prepare for their new responsibilities. In the meantime, school systems might be given the option to drop external examinations at an earlier date if they feel competent to do so. (Worth, 1972:205-206 passim)

The Policy Issue-Arena

The environment described in the previous section identified a number of actors and issues. From the foregoing the actors involved were the Minister of Education, the Department of Education, the Alberta Teachers' Association, and the Alberta School Trustees Association, the High School and University Matriculation Examinations Board, and in a limited sense the Commission on Educational Planning. All recognized the need to review the Grade XII departmental examination procedures. The majority favored changing the examination (matriculation) procedures, however, the reasons or concerns varied with the actors.

The Minister of Education was amenable to reviewing the examinations question, and open to discussing accreditation but not without examination of a full range of alternatives and their respective implications. The Department of Education, while not in favor of withdrawing the examinations entirely, was favorably disposed to revising the examinations procedures in the direction of accrediting individual high schools as the examination program was not compatible with the intent of The School Act, 1970. The Alberta Teachers' Association was advocating abolition of the Grade XII departmental examinations as evaluation of student achievement was deemed an integral part of the teaching function and a professional responsibility. The Alberta School Trustees Association, while not wholly supportive of the Grade XII examinations, held the question of maintenance of standards was of crucial concern. The High School and Matriculation Examinations Board strongly advocated the abolition of the Grade XII examinations and supported the "option" proposed by the Department of Education. The Commission on Educational Planning clearly reflected the position of the Alberta Teachers' Association and the High School and University Matriculation Examinations Board.

The traditional actors as identified by the Minister were the Department of Education, the Alberta Teachers' Association and the Alberta School Trustees Association. The Department of Education viewed the proposed revised examination procedures or accreditation as a means of attaining compatibility of school operations with legislative intent. The Alberta Teachers' Association advocated abolition of the Grade XII examinations with a view to enhancing professionalism. The Alberta School Trustees Association perceived a role for the Grade XII examinations in maintaining educational standards. Thus, the issues pervading the context were local autonomy, professionalism, and standards, with little agreement among the actors as to what should be done beyond the question of changing the

Grade XII departmental examinations. In addition, in terms of time, the pattern of interaction or relationship between the actors as at the end of 1972 were basically those as previously established.

From the foregoing, the issues centered on one common element; however, the multiple goals were generally in conflict and were vague due to a lack of specificity of means (other than withdrawal of the compulsory aspect of the Grade XII examinations). Therefore, ambiguity prevailed. The arena was essentially settled or closed in that relationships between the actors had been established for some time. With the issue-arena being ambiguous and settled, the implementation process most compatible with this form of interaction was clarification, otherwise referred to as institutional learning.

In summary, the pre 1973 operating environment—the dynamic complex of interrelated factors, both human and material—provided the context from which the policy issue emerged. The operating environment provided for a change orientedness set within a conservative milieu.

The policy issue-arena was mixed in that the issues were linked to multiple goals which were generally in conflict, and were vague due to a lack of specificity of means; thus, ambiguity prevailed. The arena was essentially settled or closed as the relationships between the actors had been established for some time. The policy issue-arena as noted above set the context for clarification or institutional learning as the implementation process most compatible with such a context.

PART III: THE PRECIPITATING ISSUE

This section presents the third of four parts: Part I presented the era of compulsory examinations; Part II presented the pre 1973 events and conditions in terms of the operating environment and the policy issue-arena; Part III presents the specific circumstances that precipitated the withdrawal of the compulsory aspect of the Grade XII departmental examinations; Part IV presents the post February, 1973 to November, 1977 time period. The specific circumstances occurred in the Edmonton public high schools, namely Victoria, Harry Ainlay, Bonnie Doon Composite High Schools and the Edmonton Adult Evening Classes.

The Teacher-Department Mark Discrepancy Breaks out in the Edmonton Public High Schools[1]

During the fall of 1972 a question related to the credibility of school based marks arose in the Edmonton Public School District No. 7. An internal analysis of mark distribution among the various high schools gave rise to a number of questions:

(a) Should the distribution of marks be determined at the classroom level, at the grade (school level) or the system level?

(b) Should there be some standardization throughout the system? Could it be that whether a student receives credit or not in a particular course depends more on what school he attends than his level of achievement?

(c) Should the distribution of marks among the subject areas

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[1] The data in this chapter were drawn in the main from the file—Accreditation 379.15212—of the Edmonton Public School Board offices; data drawn from other sources will be otherwise identified.

> (e.g., between social studies and mathematics) be reasonably similar?
>
> (d) Should students in non-matriculation courses be able to achieve at the "A" and "B" level in the same ratio as in matriculation courses?
>
> No doubt such questions are continuously being discussed at the school level. The subject of evaluation and the possible need for system guidelines will become even more important if Grade 12 examinations are abolished. (Edmonton Public School District No. 7, Memorandum from School Operations, to Senior High School Principals, October 10, 1972)

As the schools in question were organized on a 4-6 semester system,[1] Grade XII departmental examinations were written during the December 18-22, 1972 period.

Upon receipt of the department marks on January 9, 1973, students, parents, teachers and principals of schools involved expressed concern to the senior central office officials (hereinafter referred to as the Administration) about the discrepancy between the teacher-submitted marks and the resultant department marks. The Department of Education was contacted and a meeting between the Director of Research, Development and Examinations, and the principals and Administration was arranged for January 12, 1973. After an exchange of information, another meeting was arranged for January 16, 1973, at which the following alternatives were considered:

(a) German 30 marks would be rescaled.
(b) A re-examination by the Special Cases Committee of students selected by the principals. (This alternative was rejected.)
(c) Students should be permitted to rewrite the January examinations at no cost to the student with the higher mark to stand.

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[1] The first semester was four months in duration, from September to December; the second semester was six months in duration, from January to June.

(d) Administration advanced the alternative that the student accept the higher of the two scores, i.e., teacher mark or departmental mark. (This alternative was rejected by the Department.)

At a meeting of the Administration on January 17, 1973 it was generally agreed the alternatives advanced by the Department were unacceptable because they placed the onus and hardship on the student. Furthermore, it was agreed that if an error had been made, then the distribution of marks affected all students and not just those selected. In addition, there was concern about the short time before the January examinations.

The schools informed the students still in school of the progress being made in the discussions, indicating that the students wishing to rewrite would be given the opportunity to do so.

On January 18, 1972 Administration communicated:

> . . . a request for re-examination of Departmental marks of students who wrote the December 1972 Departmental Examinations in Bonnie Doon, Harry Ainlay and Victoria Composite High Schools.
>
> Students, parents and teachers are most concerned that the final assigned departmental marks are considerably lower than the teacher assigned marks. This large discrepancy . . . cannot be reconciled. (Edmonton Public School Board, Letter from M. A. Strembitsky, Acting Superintendent, to Dr. E. K. Hawkesworth, Deputy Minister, January 18, 1973)

The response informed Administration:

> . . . a complete investigation of the achievement made by students in the three high schools in Edmonton is being carried out . . .
>
> . . . and are requesting, through your office, that the principals and teachers thoroughly re-evaluate their criteria and procedures for determining the school marks awarded to their students. As soon as this is completed a meeting will be convened to examine all relevant information both from the schools and the Department. (Edmonton Public School Board, Letter from E. K. Hawkesworth, Deputy Minister, to M. A. Strembitsky, Acting Superintendent, Edmonton School District No. 7, January 19, 1973)

The Minister of Education announced to the public the discrepancy between teacher-assigned marks and student scores on departmental examinations was under investigation (Alberta Education, News Release #1, January 19, 1973).

Retroactive accreditation for Edmonton schools. Over January 19, 1973 Administration was in communication with the Chairman of the Board (Edmonton Public), Cabinet Ministers, Department of Education officials, and principals of the schools, and by 4:00 p.m. perceived the agreed upon resolution as follows:

(a) students could choose the higher of two marks;
(b) students had option to rewrite;
(c) accreditation for this set of exams only; and
(d) joint press release.

When Administration met with the Department of Education officials at 4:30 p.m. to develop the joint press release, disagreement arose as to the specifics of the terms initially agreed upon. At 6:00 p.m. the Chairman of the Board (Edmonton Public) was in communication with Department of Education officials, and by 8:00 p.m. it was agreed (a) students could choose the higher mark and (b) accreditation for December examinations only. At 8:30 p.m. the Acting Superintendent of Edmonton Public Schools and the Department of Education issued separate news releases.

The news release by the Acting Superintendent stated:

> For the Edmonton Public School Board, I am pleased to report that the examination problem has been resolved. Students who wrote departmental examinations in December do not have to write this coming week. . . . The effect of the arrangement will give students the option of either their departmental mark or the teacher mark. (Edmonton Public School Board, News Release, January 19, 1973, 8:30 p.m.)

The news release of the Department of Education, headed MINISTER ACCREDITS FOUR EDMONTON HIGH SCHOOLS, read as follows:

> Education Minister Lou Hyndman announced this evening that the Edmonton Public School Board had applied this afternoon for the accreditation of four of its high schools—Bonnie Doon, Victoria Composite, Harry Ainlay and the school of Evening Extension. Mr. Hyndman added that he immediately approved the application.
>
> Under accreditation procedures no departmental examinations need be written providing each school can guarantee that certain academic standards can be maintained. In this situation, teacher-assigned marks are ratified by the Department of Education for the purpose of university entrance. Students who wish to appeal the teacher-assigned mark may write a departmental exam and receive the higher of the two marks. Such accredited schools are presently operating in Lethbridge, Calgary and Camrose.
>
> Mr. Hyndman also agreed that since December semester students at the four schools had already written departmental exams, they would have the choice of either taking their departmental score, or their teacher-assigned mark—without writing any further exams.
>
> In effect, this will cancel the special battery of supplemental exams that were to be written by December semester students beginning Monday. (Alberta Education, News Release, January 19, 1973)

On January 23, 1973, the Department of Education requested of the Edmonton Public School Board information relative to (a) evaluation procedures in the three schools, and (b) selection of students and promotion policies. Then on January 24, 1973, the Deputy Minister formally informed the Acting Superintendent that the Minister of Education granted accreditation in the Grade XII examination subjects to Bonnie Doon, Harry Ainlay, and Victoria Composite High Schools, and the Edmonton Adult Evening Classes on the basis of the following conditions:[1]

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[1] These conditions, with the exception of condition 4 which was modified somewhat, are similar to those under which the Lethbridge School Districts No. 9 and 51 were operating accredited schools.

> (1) that your school system establishes a fair and just way of evaluating student achievement in the matriculation subjects,
> (2) that these evaluations are made by qualified teachers and approved by you as Superintendent of Schools,
> (3) that the scores assigned to your students for matriculation subject are submitted to the Department of Education for approval at a time and in a manner prescribed by Dr. J. E. Reid, Director of Research, Development and Examinations,
> (4) that your school system make known to the students concerned the marks which your schools award to them so that they may if they wish to appeal these marks by writing the Grade XII Departmental Examinations administered at the end of the following semester. (Edmonton Public School Board, Letter from E. K. Hawkesworth, Deputy Minister, to M. A. Strembitsky, Acting Superintendent, January 24, 1973)

On February 1, 1973, Alberta College, which experienced a teacher-department mark discrepancy opposite to that of Edmonton Public, was accredited under the same conditions outlined above (Alberta Education, Letter from Dr. E. K. Hawkesworth, Deputy Minister, to Dr. S. McCurdy, President of Alberta College, February 1, 1973).

Attempts to determine what may have influenced the mark discrepancy revealed that:

> Central to the problem of the acceptance of our Departmental results is the fact that we combine the school mark with the examination mark and then scale the combined scores. This tends to minimize the effects of the school mark. (Alberta Education, Memorandum from Dr. E. J. M. Church, Director of Pupil Personnel Services, to Members of Directors' Council, February 5, 1973)

This, however, did not explain the mark discrepancy reversal experienced by Alberta College.

The foregoing suggests the teacher-department mark discrepancy derived from the "50-50" base of student final marks in Grade XII subjects brought into public question the departmental examinations—precipitating the withdrawal of their compulsory nature.

Summary

This section presented the findings of the third of four parts: the specific circumstances that precipitated the withdrawal of the compulsory aspect of the Grade XII departmental examinations in three Edmonton composite high schools.

After the departmental examinations were written in those Edmonton composite high schools organized on a 4-6 plan in December, 1972, and the results were received by the students in January, 1973, the teacher-department mark discrepancy was of a magnitude that caused students, parents, teachers and principals to express concern, to the point where the issue brought the departmental examination into public question. The discrepancy could not be reconciled; the schools in question were accredited retroactively.

PART IV: POST FEBRUARY, 1973 to NOVEMBER, 1977

This section presents the fourth of four parts of this chapter: Part I presented the era of compulsory examinations; Part II focused on the pre 1973 events and conditions in terms of the operating environment and the policy issue-arena; Part III presented the specific circumstances that precipitated the withdrawal of the compulsory aspect of the Grade XII departmental examinations; Part IV presents the post February, 1973 to November, 1977 time period. Essentially, this section focuses on the time period relating to the province-wide aspects of the accreditation policy.

Accreditation Policy

Immediately following the retroactive accreditation of specific Edmonton public high schools and Alberta College, the Minister of Education announced that "effective September, 1973, every 'qualified' senior high school in Alberta would be accredited to assign final grades in all courses, for all students" (Alberta Education, News Release #9, February 8, 1973).[1] This meant that compulsory Grade XII departmental examinations in 13 of 260 academic and vocational subjects were being withdrawn, to be retained only for special purposes such as student appeals, determining certain scholarship marks and meeting the needs of adult and private study students. Accreditation was perceived by the Minister as presenting no problem in that "virtually every high school in Alberta is presently qualified for accreditation" (Alberta Education, News Release #9, February 8, 1973).

Accreditation, as an authoritatively adopted policy,[2] as announced by the Minister of Education and further clarified by sequent communication from the Department of Education, was little more than a collection of words in that objectives and plans for achieving them were lacking. In other words, policy standards were not explicated, and neither were they implicitly apparent.

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[1] See Appendices A and B for the full text of the announcement and further communication regarding accreditation.

[2] The news release was the only documented evidence of the authorizing statement on accreditation. The policy was made under the provisions of Section 12 of The School Act, 1970, being Chapter 329 of the Revised Statutes of Alberta 1970 with amendments up to and including October 30, 1973. Section 12 provided as follows:

> 12 (1) In addition to his other powers specified in this Act the Minister may make regulations . . .
> (c) governing
> (i) the examination of pupils.

According to the Records Office of the Department of Education no evidence exists of either an Order in Council or a Ministerial Order as having been duly processed or published in the Alberta Gazette.

Policy standards. The objectives and the operational means for meeting the requirements for how these objectives were to be implemented were at best minimal, and confusing. In other words, apart from the fact that compulsory Grade XII examinations were withdrawn, the only "option" open to school boards was the timing of accreditation as all high schools "automatically" met general accreditation criteria. Further, an exemplary policy statement was distributed province-wide and was recommended to school boards as worthy of their consideration. Other than the above, the data indicated no other operational information was made available to school boards.

Policy resources. As the withdrawal of the Grade XII departmental examinations enabled the "50-50" department mark to be logically extended to 100 percent school-based, no financial or other direct resources were allocated in support of the policy.

These two factors fully implied that accreditation was not a policy of high priority, and further an operational responsibility of local school boards. School boards had only to choose the timing of accreditation of their schools, and enact board policy on student evaluation which provided for objectivity, equity, and justice in student evaluation. To oversee methods designed to measure a school's performance in maintaining standards, the Minister established the Articulation Committee. Essentially the accreditation policy was not deemed to be a policy of high priority, thus not requiring resource allocation. In fact there was some indication that the withdrawal of Grade XII examinations would provide for a saving in excess of $240,000 per year to the government.

Generally, the policy did not clearly and adequately specify the policy standards. Neither did the policy provide direct supporting resources. The policy did, however, determine an immediate effect, and that was the compulsory aspect of the Grade XII departmental examinations no longer applied. The immediate impact on the environment was that departmental examinations were no longer a characteristic of education in Alberta.

In the announcement the Minister of Education recognized the supporting recommendations of the various groups, the fact that post-secondary institutions were admitting students on the basis of accredited school marks, and that the local teacher was in the best position to evaluate student achievement over a year's work as opposed to the one-time nature of the external examination. The Minister further indicated:

> That a revised Articulation Committee will now be formed to assist both his department and the department of Advanced Education. It will begin the continuing assessment of provincial accreditation procedures as soon as possible. This agency will also review methods designed to measure a school's performance in maintaining standards. (Alberta Education, News Release #9, February 8, 1973)

Authoritative expressions such as the above, while no more than a collection of words, projected expectations and may have influenced behavior.

Implementation: Communications and Enforcement

In a collateral communique the Deputy Minister outlined the guidelines relative to the transition to accreditation and attached thereto a document headed "Procedures for the Accreditation of Senior High Schools in Alberta" (Alberta Education, Letter from E. K. Hawkesworth, Deputy Minister, to the Chairmen of School Boards, Secretary-Treasurers of School Boards and Superintendents of Schools, February 7, 1973).

School boards were presented with three options: (1) to immediately request accreditation retroactive to January 1, 1973; (2) to accept "automatic" accreditation at the end of the 1972-73 school year or beginning of the 1973-74 school year (depending upon whether one refers to the letter of the Deputy Minister or the "Procedures" attached thereto); or (3) use the 1973-74 school year as a transitional year at the end of which accreditation would be granted. The Department of Education was prepared to receive and record student marks on the basis of school criteria, and the following provincial criteria:

I. In non-matriculation high school subjects the school must:
  (a) employ qualified teachers (holding a valid Alberta teaching certificate)
  (b) offer instruction in each subject for a specified minimum amount of time
  (c) for each subject, follow the content as outlined in the Program of Studies (not curriculum guides) for Senior High Schools in Alberta or receive Ministerial approval to offer subjects not so outlined.

II. In matriculation subjects, in addition to the foregoing guidelines, schools must ensure:
  1. That the final standings granted to students are:
    (a) endorsed by the high school principal and the superintendent of schools concerned

> (b) submitted to the Department of Education for approval and recording at a time and in a manner determined by the Minister of Education
> (c) made known to the student by the school so that he may appeal by writing a Departmental Examination
> (d) determined by the school on the basis of a fair and just method of evaluation.
>
> 2. That the high school is operated generally in accordance with Department of Education regulations as set forth in the Junior-Senior High School Handbook. (Alberta Education, "Procedures for the Accreditation of Senior High Schools in Alberta," February 7, 1973)

With respect to the maintenance of standards the "Procedures" stipulated the following:

> With accreditation the Department will develop a scheme for the systematic assessment of standards of achievement in the schools of Alberta. Alberta norms will be established by means of a comprehensive testing program. Norms thus established will be firm for a number of years establishing a bench mark for future measurements of achievement.

As of February 9, 1973, the High School and University Matriculation Examinations Board was disbanded (Alberta Education, Memorandum from Dr. E. M. J. Church, Director of Pupil Personnel Services, to Members of the High School and University Matriculation Examinations Board, February 9, 1973). The memorandum indicated the "Articulation Board or Committee" would look after all matters related to accreditation.

In response to a number of inquiries of the Department of Education regarding evaluation policy or programs developed by school systems the Deputy Minister distributed the full text of the Lethbridge School Districts No. 9 and 51 "Accreditation and Local Autonomy Re-Evaluation of Grade XII Subjects," indicating:

> Work of high quality in this regard has been carried out by personnel of the Lethbridge School District No. 51 and

> the Lethbridge Roman Catholic School District No. 9. Permission has been given to the Department to distribute this material to all school boards in the Province for information and use if of value to them. (Alberta School Trustees Association, Letter from E. K. Hawkesworth, Deputy Minister, to Chairmen of School Boards, Superintendents of Schools, and Secretary-Treasurers of School Boards, February 16, 1973)

The Lethbridge policy provided for three basic principles and a right of appeal against teacher awarded marks which were to ensure "fair and just" treatment of students. The principles were:

(1) Objectivity - meaning impartiality and freedom from bias
(2) Equity - meaning requiring equal treatment of all concerned
(3) Justice - meaning an exact following of the standard of what's right and proper.

The Deputy Minister's letter and "Procedures" were further clarified indicating that the period January 1st to June 30th, 1973 should be treated as a transition period so that students would not be caught unfairly by the changeover. Those boards not ready to make the transition by September, 1973, were required to apply for a year's grace period. Thus, four (as opposed to the earlier three) decision alternatives were open to a board:

1. Immediate Accreditation
   If this policy were adopted by the school board and approved by the Minister, the school mark would constitute the final standing in both January and June. Students would then not be required to write the June set of Departmental examinations. If students are dissatisfied with the school mark, they have the opportunity to write the August Departmental examinations.

2. Immediate Appeal
   If this policy were adopted by the school board and approved by the Minister, the higher of the school mark or the January examination mark, just released, would constitute the final standing of the student and a revised result statement would be forwarded to all students. Under this policy, students would be required

> to write the June set of Departmental examinations and again, the higher of the two marks (the examination mark or the school mark) would be awarded the students. If a student were dissatisfied with his awarded mark he would have the opportunity to write the August examination.
>
> 3. Immediate Appeal and June Accreditation
> If this policy were adopted and approved by the Minister, the revised results for January would be calculated as in (2) above. In June, however, students would be required to take the mark issued by the school. If the student were dissatisfied with this school mark he would then have the opportunity to write the August examination.
>
> 4. Accreditation Following the Transition Period
> If this policy is contemplated by the school board, no action would be required of it at the present time. The marks that have been awarded for the January examinations as shown on the student result statements and the summary lists would remain unchanged. Students would be required to write the examination in June and their marks would be calculated as in previous years. (Alberta Education, Letter from Dr. J. E. Reid, Director of Research, Development and Examinations, to Superintendents of Schools and Secretary-Treasurers of School Boards, February 19, 1973)

The only means of enforcement that was revealed by the data was the "Secondary School Registration Form A" which was revised to the "Secondary School Registration and Continuing Accreditation Document Form A" in 1976 (Alberta Education, Form S.R. 1-77, 1976).

The response. The response to the withdrawal of the compulsory aspect of the Grade XII examinations and the policy on accreditation emerged primarily from specific environmental influences such as other organizations, specifically the Alberta Teachers' Association and the Alberta School Trustees Association. The Alberta Teachers' Association, with qualified reservations about the timing (Alberta Education, Communique from Dr. M. Jampolsky, President, ATA, to Local Presidents and Secretaries, February 8, 1973), hailed the removal of the compulsory aspect of the examinations as a recognition of the teachers' professional autonomy and competence, as well as an expression of confidence in the capability of the teaching force (Alberta Education, ATA Teacher Communications, February, 1973).

The President of the Alberta School Trustees Association, recognizing the policy as another step toward local autonomy and expressing gratification, stated:

> The government has omitted only one consideration in its announcement. . . . It neglected to say where the funds are to come from to provide for this added responsibility. The Minister of Education has said that the accreditation program would save the government $240,000 per year. Some of this saving should be allocated to school boards, who are already operating under stringent government restrictions on spending . . .
>
> If government policy is to guarantee a uniform minimum standard of funding for education, there should be a similar arrangement to ensure that accreditation practises follow a similar line . . . (Alberta School Trustees Association, News Release, February 12, 1973)

After considering the implications and problems involved, particularly in regard to maintenance of standards, the ASTA President announced that accreditation would be discussed at the ASTA Seminar (February 22-24), and stated:

> . . . that the unannounced and completely unexpected decision by the government has thrust considerable responsibility on trustees, without due warning. (Alberta School Trustees Association, News Release, February 13, 1973)

The Alberta School Trustees Association informed all school board chairmen concerning immediate/delayed acceptance of accreditation:

> Analysis has shown that there is a consistent (every subject and right across the province) and substantial difference in grades given by teachers and those obtained on departmental exams. The teacher-awarded marks are higher. This fact is commonly known to the public and to students in some areas of the province where departmental exams were written in December last year. If, therefore, you delay accepting

> accreditation until June or later, there may be some awkwardness in public feeling regarding the January marks. Also, you will be penalizing your students in comparison with treatment accorded to students who wrote in December and/or students in other areas which accept the retroactive accreditation applicable to January.
>
> It is this Association's recommendation that boards who feel they are prepared to accept the full responsibilities for Grade 12 evaluation, accept accreditation immediately in order to give their students the options accorded already to the December-writing students. (Alberta School Trustees Association, Letter from L. L. Williams, Executive Director, to School Board Chairmen, February 13, 1973)

The response of the Alberta School Trustees Association was one of gratification, apprehension and then skepticism. The immediate concern facing school boards was "Now that we must choose, which option do we choose?" The remaining overall question was "What are the procedures to be followed NOW in order that the public can be shown that students are being educated—in a qualitative sense?" (Alberta School Trustees Association, "Executive Director's Remarks," February 22-24, 1973). Reflective of this position was the following statement of a board chairman:

> Are we progressing or regressing . . . It seems that some type of "norm" [needs to] be established in the evaluation in order to give all students equality of opportunity for admission to post-secondary institutions or employment. (Alberta School Trustees Association, Letter from Will Sinclair, Chairman, Rocky Mountain School Division No. 15, February 26, 1973)

A further response to the policy was the agreement of the Alberta universities to accept for matriculation purposes the standings obtained by students through accreditation (Alberta Education, Letters exchanged by Dr. E. K. Hawkesworth, Deputy Minister, and Dr. T. C. Byrne, President, Athabasca University, March 16 and 28, 1973).

By May, 1973, most boards chose the option to be followed during the transition period, January 1st to June 30th, 1973 (Alberta Education, Memorandum from Dr. J. E. Reid, Director of Research, Development and Examinations, to Directors, Zone Co-ordinators and Superintendents of Schools, May 10, 1975).

Speaking to the trustees at their annual conference in Banff the Minister identified accreditation as one of a number of lesser problems on a continuing basis stating:

> . . . each of these areas provides opportunities for the exercise of local judgment and discretion to meet the needs of local situations.
>
> - such local autonomy is preferable to central direction by the department.
> - however, if critical local decisions cannot be reached, government has no alternative but to exercise leadership as one of the legitimate parties in the stewardship of education. (Alberta School Trustees Association, Minister's remarks at the Trustees' Banff Conference, June 4, 1973)

In and through these remarks the Minister rather than the Department introduced an effective form of enforcement referred to here as political coercion.

At the same conference, panelists speaking to the question of accreditation expressed sentiments such as those below:

> - At that meeting of teachers it became apparent that the majority of teachers in our High Schools did not feel they were prepared for immediate accreditation.
> - However, in this particular matter, local autonomy was handed to the local school boards when the majority . . . were not prepared.
> - Some boards were open to severe criticism if the decision they made did not immediately increase the marks of the students.
> - Thank God for the Lethbridge Public and the Lethbridge Separate School Systems had developed a well thought out policy . . .

- Teachers will readily admit that they have not got the expertise necessary to develop a power test . . .
- The action is now where it should be—at the school level.
- . . . why . . . the sudden concern when the Department of Education decided, in a very well planned fashion, to offer us accreditation?
- . . . when a considerable amount of responsibility in accreditation went to local school systems . . . I did not see the resources follow this kind of responsibility.
- I think one of the biggest difficulties we will face is to be able to satisfy all our publics that we can do the job without external monitoring. (Alberta School Trustees Association, Proceedings of the Trustees' Banff Conference, June 4-6, 1973)

The response of the boards was indicative that they did not understand what accreditation meant or the significance of its implications; they were somewhat skeptical of accreditation and were in favor of further discussion and investigation; and, generally they were not favorably disposed toward accreditation.

The response was quelled by July, 1973, when all the schools were automatically accredited (Alberta Teachers' Association, "ATA Interim Position on Accreditation," February, 1973:3)

Articulation. On March 28, 1973, a Ministerial Order establishing the Committee on the Articulation of High Schools and Post-Secondary Educational Institutions (hereinafter referred to as the Articulation Committee) was signed by both the Minister of Education and the Minister of Advanced Education. In relation to accreditation the terms of reference provided that "The committee shall concern itself with provincial high school accreditation procedures" (Alberta Education, Ministerial Order, March 28, 1973).

An invitation was sent to the various groups listed in the Ministerial Order to submit the names of their respective representative who would sit on the Articulation Committee (Alberta Education, Letter from Dr. J. S. Hrabi, Associate Deputy Minister, to the listed groups, March, 1973). A non-named group was the first to raise its concern about the membership (Letters from M. Steed, Adviser to Schools of Nursing, April 16, 1973, and Helen M. Sabin, Association of Registered Nurses, May 14, 1973, to Dr. J. S. Hrabi, Associate Deputy Minister).

The Alberta Teachers' Association requested an increase in the number of representatives (2 out of 19) in relation to its size of membership (Alberta Education, Letter from Dr. B. T. Keeler, Executive Secretary, Alberta Teachers' Association, to Dr. J. S. Hrabi, Associate Deputy Minister, April 19, 1973)

The Articulation Committee held its first meeting on July 25, 1973 and met again on November 28, 1973 at which times accreditation procedures were briefly discussed (Alberta Education, Articulation Committee meeting minutes, July 25 and November 28, 1973).

At its May, 1974 meeting, the Articulation Committee considered and approved in principle a report entitled "Position of the Department of Education on Evaluating Pupil Progress and Achievement in the Schools" (Alberta Education, Articulation Committee meeting minutes, May 21, 1974). The report emphasized the position that the Department of Education has a primary responsibility in determining the purposes and in evaluating the success of educational programs; the teacher and the system have certain responsibilities respecting student assessment (Alberta Teachers' Association, "The Evolution of the Accreditation Question," November 27, 1975, 6 pp.). The priorities approved in principle by the Articulation Committee were as follows:

> First Priority
> Assessment of individual pupils for the benefit of pupil and teacher so the teacher may maximize pupil learning.
>
> Second Priority
> Assessment of levels of achievement and ability within a school system and throughout Alberta to maintain and improve the quality of education. Where unfavorable trends appear or apparent discrepancies exist, the causes should be sought so that corrective action can be taken.
>
> Third Priority
> Provision of evidence assisting prospective employees and post-secondary institutions in selecting suitable candidates for employment or further education. (Alberta Education, "Position of the Department of Education on Evaluating Pupil Progress and Achievement in the Schools," May, 1974)

At its January, 1975 meeting, the Articulation Committee considered The Warren Report—"A Study Re High School Graduation Requirements"—which indicated there must be assurance of preservation of quality, and recommended:

1. That a Provincial Board be set up to systematically monitor quality in specific areas of the high school program.
2. That the Board be made up of trustees, teachers and the Department of Education, the Universities, Labour and Management.
3. That base lines or bench marks be established for each area to be evaluated, on the basis of present achievement norms.
4. That reports of findings be made public on a systematic basis. (Warren, R., "A Study Re High School Graduation Requirements." Edmonton: Alberta Education, November, 1974)

The Articulation Committee, having been made aware that power tests in English and French covering Grades ten, eleven and twelve programs had been developed by the Department of Education, to be normed by June, 1977, and Social Studies by 1978, took no further action regarding Warren's recommendation on accreditation was taken (Alberta Education, Articulation Committee meeting minutes, January 28, 1975). It was at this point that a Department of Education proposal entitled "Next Steps in Accreditation" appeared.

Monitoring. Early in 1974, feedback from Department contacts throughout the province convinced the Directorate of Field Services that there was a need for Departmental consideration of issues associated with the accreditation policy. In November, 1973, evidence indicated a 13 percent increase in the number of matriculants (Alberta Education, Memorandum from Dr. E. A. Torgunrud, Director of Curriculum, to Dr. E. K. Hawkesworth, Deputy Minister, November 1, 1973). The Warren Report warned that the quality of education question was a legitimate concern and one that required immediate attention. Other evidence of negative reaction to accreditation, and emerging issues surrounding accreditation were:

> (a) Province-wide comparability of students was lost.
> (b) A provincial benchmark for student achievement was gone.
> (c) Uniformity of curricular emphasis would diminish.
> (d) A standard for awarding provincial scholarships was lost.
> (e) Development of University Entrance Tests may be encouraged.
> (f) There may be pressure for the Department to emphasize regulatory powers quickly if student achievement standards and methods of student evaluation are perceived to be inadequate. (Alberta Education, "The Warren Report," November, 1974:3)

Consequently, an Accreditation Study Committee with representatives from each regional office as well as the central office was established. Early in its deliberations the Committee identified the following themes of pursuit:

> 1. To define accreditation in terms of the purposes it should serve.
> 2. To present the need for sound evaluation of students, teachers, administrative structures, schools, school systems and of programs at the classroom, school and school system and provincial levels as they related to accreditation.
> 3. To propose possible methods of accrediting, reaccrediting and deaccrediting schools or school systems.
> 4. To indicate cost implications of accreditation.
> 5. To recommend alternative courses of action for consideration before further policy on accreditation is formulated. (Alberta Education, "Next Steps in Accreditation," January, 1975:3-4)

In relation to number 3 above the position of the Department of Education clearly identified the role of school boards relative to accreditation:

> It is the responsibility of a jurisdiction to see that all schools within it meet whatever accreditation standards we set. If any school or schools fails to meet these standards, then it would seem appropriate to withdraw accreditation from the jursdiction rather than from a particular school. (Alberta Education, Memorandum from Dr. J. S. Hrabi, Associate Deputy Minister, to Dr. B. Stringham, Director of Field Services, April 23, 1975)

At this time, one year later, the implementation of the accreditation policy was progressing at a tolerable rate as a survey of 100 school boards revealed that of 64 boards that responded, 50 had policy statements, seven with policy statements pending, and seven with no policy (Alberta Teachers' Association, "School Board Policies on Accreditation and Student Evaluation," December 1973). Further analysis of the data revealed that the policy may well have entered limbo for most school boards had approved a modified form of the Lethbridge policy, and the accreditation guidelines written pursuant thereto were temporary measures as school superintendents were awaiting further developments relative to provincial accreditation standards and procedures (Alberta Teachers' Association, "Summary of Information from School Boards on In-Province Accreditation and Evaluation Policies at the Senior High Level," June, 1974). Dumont (1977:10) confirmed the standard use of the Lethbridge policy.

Next Steps in Accreditation. On February 7, 1975, "Next Steps in Accreditation," a proposal resulting from the efforts of the Articulation Committee and the Directorate of Field Services was approved by the Minister for limited distribution to various institutions and groups for their responses (Alberta Education, Memorandum from Dr. J. S. Hrabi, Associate Deputy Minister, to Dr. W. H. Worth, Deputy Minister, Alberta Advanced Education, February 7, 1975) so as to enable further development.

"Next Steps in Accreditation" proposed the establishment of an Alberta Accreditation Authority which would set guidelines for de-accreditation and re-accreditation of schools, review evaluation records submitted by schools or school systems, award de-accredited, limited accredited, accredited, or re-accredited status to schools, and fulfill accepted purposes of accreditation.

The responses began with the Alberta Teachers' Association interim position on accreditation which was supportive of the accreditation machinery in effect and advocated that the proper route for quality control and enhancement was commitment to the continuing and substantial improvement of the teaching force (Alberta Teachers' Association, "The Evolution of the Accreditation Question," November 27, 1975). In addition the Alberta Teachers' Association proposal contained a definition of accreditation which incorporated the provincial guidelines:

> Accreditation in Alberta is Department of Education delegation of its role in student evaluation to school boards operating schools which employ certificated teachers, instruct for the minimum required time in a subject, adhere to the Program of Studies unless released by the Minister, endorse and submit school marks for recording and approval by the Department of Education, announce and provide appeal procedures involving a Departmental Examination, evaluate students by fair and just means, and operate the schools according to the Junior-Senior High School Handbook. (Alberta Teachers' Association, ATA Interim Position on Accreditation, February, 1975:5)

The Alberta School Trustees Association responded by proposing that the issues, concerns and problems regarding accreditation be assessed in the fullest sense prior to any further developmental steps being taken by the government (Alberta School Trustees Association, Letter from S. G. Maertz, Executive Director, ASTA, to Dr. J. S. Hrabi, Associate Deputy Minister, Alberta Education, May 15, 1975).

From this time until the end of 1975 reactions to the proposal in "Next Steps in Accreditation" were received from school boards throughout the province by the Department of Education (see Appendix C: Sources of Data—Alberta Education). In the midst of the reaction, the Minister of Education, speaking at the 1975 Trustees' Banff Conference, referred to numerous concerns of his department:

> . . . and asked trustees to note that he did not make mention of the survey on Regional Offices of Education; the Warren Report; Accreditation; or the High School Diploma Study; as studies of all these items were under

> way. (Alberta School Trustees Association, "The Minister Speaks," The Alberta School Trustee, June, 1975)

Providing a somewhat different response, the Canadian Chamber of Commerce reported there existed throughout Canada generally, a lack of objective standards of evaluation, and that "a testing program in the basics at the primary and secondary school levels would . . . provide a credible replacement for outmoded high school departmental examinations" (Canadian Chamber of Commerce, "Report on Basic Educational Skills," June, 1975:11).

At this time the Department of Education viewed the reactions to "Next Steps in Accreditation" as indicative of a fairly strong desire for a more careful examination of the problems associated with accreditation (Alberta Education, Letter from Dr. J. S. Hrabi, Associate Deputy Minister, to Dr. K. C. Sauer, Superintendent, Medicine Hat School District No. 76, July 17, 1975). This generally reflected the disposition of school boards.

In September, 1975 the Department of Education received the Rusnack report entitled "Evaluating Education in Alberta's Schools," which stated:

> Since 1973, a number of concerns have emerged over the apparent loss of acceptable standards in Alberta's educational system. Some examples were: higher students' final marks in Grade XII matriculation courses, inconsistencies across school jurisdictions regarding local accreditation policies, weaknesses of students in reading, writing, arithmetic, and attitudes, inconsistencies in student assessments, and apparent loss of provincial standards in education.
>
> Educators and the public have become very concerned about the education Alberta's youth are receiving . . . Consequently, the public desires a return to emphasizing the basics in the curricula, establishing provincial standards, and monitoring of the educational system to make certain

> standards in education are maintained and improved. (Alberta Education, "Evaluating Education in Alberta's Schools," September, 1975)

The report further proposed the establishment of an Alberta Board of Accreditation whose function it would be to re-accredit all schools by granting them a status of "accredited," "partially accredited," "warned," or "de-accredited."

In October, 1975, the Edmonton Public School Board submitted a proposal which rejected the idea of an independent accreditation authority and suggested instead that all accreditation matters should rest with the Department of Education (Alberta Education, Letter from M. A. Strembitsky, Superintendent and Secretary-Treasurer, Edmonton Public School District No. 7, to Dr. J. S. Hrabi, Associate Deputy Minister, October 15, 1975).

The Articulation Committee, taking into account responses to "Next Steps in Accreditation," the Alberta Teachers' Association position, the Warren Report, and the Rusnack Report, was of the following view:

> (1) Legislated responsibility lies with the Department of Education and educational responsibility lies with the Local Board. Therefore, the Department of Education should accredit boards which, in turn, would accredit their schools. (Alberta Education, Committee on the Articulation of High Schools and Post-Secondary Educational Institutions meeting minutes, October 31, 1975)

The Articulation Committee then established a sub-committee to study accreditation according to the following terms of reference:

> (1) To develop a definition of accreditation.
> (2) To enunciate issues and objectives of accreditation.
> (3) To make recommendations on procedures to be followed. (Alberta Education, Memorandum from Dr. J. S. Hrabi, Associate Deputy Minister, to Dr. B. L. Stringham, Director of Field Services, November 19, 1975)

The Alberta School Trustees Association at its Annual Convention approved a resolution reaffirming its earlier action of urging the provincial government to arrange for a needs assessment to determine desired future developments relative to accreditation (Alberta School Trustees Association, Proceedings of the 1975 Annual Convention, November, 1975).

At the close of 1975 the Department of Education deemed the Articulation Committee sub-committee terms of reference encompassed the idea of a needs assessment and would be considered by it (Alberta Education, Letter from Dr. J. S. Hrabi, Associate Deputy Minister, to M. A. Strembitsky, Superintendent and Secretary-Treasurer, Edmonton Public School District No. 7, December 31, 1975).

Move toward quality assessment. Also at the close of 1975 the question of reintroducing compulsory examinations emerged within the Department of Education:

> If we were to re-introduce province-wide Grade XII examinations (compulsory) in Mathematics and English, what would be
> (a) the reactions from referent groups and the public, and
> (b) the added costs to the government?
> (Alberta Education, Memorandum from Dr. E. K. Hawkesworth, Deputy Minister, Alberta Education, to Drs. Hrabi, Odynak, Duke, Stringham, Torgunrud, December 10, 1975)

One response, in referring to Premier Lougheed's statements in the Legislature in November, 1975, indicated that quality of education would be more sharply focused and reaction to the re-institution of examinations would be mixed (Alberta Education, Memorandum from Dr. W. R. Duke, Director of Planning and Research, to Dr. E. K. Hawkesworth, Deputy Minister, December 17, 1975). Underlying this position was the recognition of the fact the Economic Council was no longer recommending increasing education expenditures in order to upgrade educational development in Canada. Rather, it was emphasizing increased emphasis on improving both the quality and quantity of education while holding down the line on costs (Alberta Education, Memorandum from C. A. H. Lomas, to Dr. W. R. Duke, Director of Planning and Research, November 25 1975).

The onset of 1976 was characterized by activity in a number of areas. First off the mark was the Department of Education statement regarding the role of regional offices of education in accreditation:

> Regional office personnel approve "A" Forms. Consultants are available to assist school authorities in designing the student evaluation systems that produce final marks. Information, assistance and interpretation associated with the Departmental achievement tests are available through Regional Offices. Evaluations associated with accreditation will involve Regional Offices directly. (Alberta Education, "Regional Offices—A Policy Statement," January, 1976)

The Quality Assessment Committee, an internal committee struck by the Department of Education Directors' Council endorsed the whole area of quality assessment as recommended by the Articulation Committee sub-committee (Alberta Education, Memorandum from Dr. W. R. Duke, Director of Planning and Research, to Dr. E. K. Hawkesworth, Deputy Minister, March 2, 1976). The sub-committee recommended that a long-term assessment of Alberta education be undertaken to examine:

1. The degree to which the prescribed curricula are being followed in the schools;
2. The degree of comparability of marks being assigned to students;
3. Teacher credentialling and teacher training as it relates to assignments to grade levels and subject of instruction;
4. Provincial standards of student achievement on Alberta normed tests of basic skills. (Alberta Education, "Report of Accreditation Sub-Committee," February 25, 1976)

The recommendation that an assessment of Alberta education be undertaken was not accepted by Directors' Council[1] as its frame of reference was beyond the definition of accreditation accepted by the government (Alberta Education, Quality Assessment Committee meeting minutes, March 23, 1976). Accreditation was defined as Department of Education delegation of its evaluative role in matriculation subjects to the schools with the proviso that the schools act within stated guidelines.

The Quality Assessment Committee reviewed its position and established the possible reintroduction of compulsory Grade XII examinations as its initial focus which required the preparation of a statement for consideration by the Directors' Council as to why the examinations should not be reintroduced (Alberta Education, Quality Assessment Committee meeting minutes, March 25, 1976).

Investigation revealed problems encountered with the development and administration of the Grade XII examinations were developmental, technical and procedural in nature (Alberta Education, Memorandum from Dr. J. E. Reid, Director of Operations Research, Development and Examinations, to Dr. E. K. Hawkesworth, Deputy Minister, March 17, 1976). A comparison of Grade XII school marks awarded to students during two three-year periods, 1966-69 and 1972-75, showed a number of shifts to higher marks. Generally, the distribution of an "A" or "B" was greater in the language arts and social studies, "from 8% to 18% whereas the mathematics and science subjects have increased from 1% to 6%" (Alberta Education, Memorandum from Dr. J. E. Reid, Director of Operations Research, Development and Examinations, to Dr. F. K. Hawkesworth, Deputy Minister, March 10, 1976).

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[1] The Directors' Council—a council consisting of the Deputy Minister, the Associate Deputy Ministers and the Directors of the Department of Education—discusses and makes recommendations on policy recommendations to the Minister (Alberta School Trustees Association, Deputy Minister's Remarks, Proceedings of the 1976 Trustee's Banff Conference, June, 1976).

The Alberta School Trustees Association, pursuing its concern with the lack of set standards and procedures by which independent judgments regarding the efficacy of the educational system can be made, addressed the need for re-establishing a means for the systematic monitoring and review of educational operations in Alberta through its proposal entitled "Toward a Systematic Educational Review" (Alberta School Trustees Association, Letter from S. G. Maertz, Executive Director, ASTA, to the Minister of Education, March 19, 1976). Essentially, the proposal called for the establishment of an Educational Review Agency which would provide a regular public accounting of the educational operations in Alberta.

Immediately thereafter questions regarding the monitoring of the quality of education were posed in the Legislature (Alberta Hansard, March 26, 1976). On March 30, 1976, the following resolution was submitted:

> Be it resolved that the provincial government be requested to consider the effect of the non-compulsory nature of Grade 12 departmental examinations on the quality of education in Alberta today. (Alberta Hansard, March 30, 1976:461)

and a debate ensued, with no further action being taken.

The position of the Minister and the Department of Education relative to quality assessment reflected two components: local and provincial (Alberta Education, Memorandum from Dr. W. R. Duke, Director of Planning and Research, to the Minister of Education, March 30, 1976). The local component, which the government had no intention of taking over, focused on the teacher being in the best position to assess achievement of pupils for final standing purposes and that teachers, schools and school systems needed and desired Alberta benchmarks (standards) to assist them in performing the evaluation function. The provincial component had the province responsible for assuring the public that satisfactory standards were being maintained in the schools and that these standards were comparable for a period beyond one year. In this regard, four senior high school tests (Biology, Chemistry, Math and Physics) had been developed, with tests in English, French and Social Studies undergoing preparation. Furthermore, with the reinforced need for the establishment of provincial standards, it was deemed essential that there was immediate and visible evidence of government action being taken (Alberta Education, Quality Assessment Committee meeting minutes, March 31, 1976).

The Articulation Committee, after receiving and considering the report of its Accreditation Sub-Committee, recommended to the Ministers "that an assessment of the quality of Alberta education, as it relates to the duties of the Committee, be undertaken immediately" (Alberta Education, Committee on the Articulation of High Schools and Post-Secondary Educational Institutions meeting minutes, April 14, 1976).

The Minister's reply to the Alberta School Trustees Association clearly reflected the position of the Department of Education

(Alberta Education, Quality Assessment Committee meeting minutes, April 28-30, 1976) regarding the proposed educational review agency:

> At the present time, the need for additional structures for accreditation has not been established. While there may be some merit to the establishment of an independent agency, at some time in the future, I am concerned that such structures could be less responsive to the educational community than existing structures such as school boards and Legislative Assembly. These bodies, together with the Department of Education, and Committees such as the Articulation Committee are actively reviewing policies and assessing the needs in Alberta for changes and improvements to present structures and procedures . . . (Alberta School Trustees Association, Letter from Hon. Julian Koziak, Minister of Education, to S. G. Maertz, Executive Director, ASTA, April 30, 1976)

The Quality Assessment Committee considered the recommendation of the Articulation Committee that a quality assessment be conducted, and concluded that the prime mandate of the Articulation Committee was the examination of the interface between secondary and post-secondary instructional programs, and therefore held reservations about the assessment steering committee being formed by the Articulation Committee. The Quality Assessment Committee recommended to the Minister (Alberta Education, Memorandum from Dr. E. K. Hawkesworth, Deputy Minister, to the Minister of Education, May 6, 1975) that the:

> . . . Quality Assessment Committee be given prime responsibility to prepare an initial status paper on quality assessment and to project future directions for study or other action in this area. (Alberta Education, Quality Assessment Committee meeting minutes, April 30, 1976)

The Quality Assessment Committee, in preparing further toward an internally conducted quality assessment study, was made aware that:

> . . . a "new" committee might be struck, formed of representatives of agencies presently sitting on the Articulation Committee but, that this new committee ought not in any way be regarded as an ad hoc subcommittee of the Articulation Committee. (Alberta Education, Quality Assessment Committee meeting minutes, May 21, 1976)

The general thrusts of the Quality Assessment Committee regarding the formation of a steering committee were approved by the Directors' Council (Alberta Education, Quality Assessment Committee meeting minutes, June 2, 1976). Further, in advising the Minister on his address to the 1976 Trustees' Banff Conference, the Quality Assessment Committee recommended that the quality of education question should be addressed in terms that leave the whole matter open particularly relative to assessment and further that the provincial responsibility in quality assessment is limited provision of provincial benchmarks at various grade levels: the pass/fail must remain local (Alberta Education, Quality Assessment Committee meeting minutes, June 2 and 3, 1976).

The Minister of Education, addressing the quality question at the Trustees' Banff Conference, claimed there was little empirical evidence to support charges of "falling standards," and posed the question: "Has the quality of education really slipped? Or is there another problem: have we failed to communicate to the public what really is going on in the schools?" (Alberta School Trustees Association, "The Minister Speaks," The Alberta School Trustee Magazine, June, 1976:13). Advising that quick changes should not be made, the Minister invited reaction to the Articulation Committee recommendations:

> 1. Retain the current concept of accreditation pending further study.
>
> 2. Commission the Department of Education, under the direction of a broadly based steering committee, to conduct an assessment of education in Alberta.

3. As part of the assessment examine
    (A) provincial standards of achievement on normed tests of basic skills,
    (B) comparability of marks awarded students within and among systems over a period of several years, and
    (C) such other matters as the steering committee might identify.
4. During the assessment period, provide assistance to school systems in developing expertise in utilizing criterion-referenced or mastery tests.
5. Publish the results of all assessment activities undertaken during the assessment period.

The Minister closed by stating, "Accreditation as we have known it since February 1973 is continuing." The Minister, under Section 12 of The School Act authorized the revision of the Secondary School Registration, Form A (1975-76), to read Secondary School Registration and Continuing Accreditation Document, Form A (1976-77) which for the first time contained the conditions of accreditation (Alberta Education, Form A (1975-76) and (1976-77), June, 1975 and 1976). The superintendent of schools and the high school principal were required to sign Form A. For a school to continue its accredited status the coordinator of the Regional Office of Education had to approve the Form A.

Of passing interest, Professor Balderson at the Trustees' Banff Conference, disputed the Minister's comment that there was no evidence, provided empirical evidence concerning grade disparities before and after accreditation and made charges of "academic inflation" (Alberta School Trustees Association, "Banff Seminar Notes," The Alberta School Trustees Magazine, June, 1976:13).

In the interim, the Quality of Assessment Committee drafted a recommended membership list of the assessment steering committee, which was added to by the Deputy Minister (Alberta Education, Quality

Assessment Committee meeting minutes, June 4, 1976; Memorandum from Dr. J. S. Hrabi, Associate Deputy Minister, to Dr. H. S. Sherk, Associate Director of Planning and Research, July 21, 1976).

Ministerial approval of the formation of a steering committee for a Quality Assessment Study was granted and invitations were sent to the groups in the recommended list. In the letter of invitation, the Department of Education stated that:

> As you are aware, the matter of assessment of standards and maintenance of quality in education is one that causes concern to large numbers of individuals and groups in Alberta. Some recent charges relative to accreditation and testing processes have brought the question into even sharper focus.
>
> The terms of reference for the proposed study will be developed by the steering committee so as to allow input from the groups represented. (Alberta School Trustees Association, Letter from Dr. H. Sherk, Associate Director of Planning and Research, Alberta Education, to S. G. Maertz, Executive Director, ASTA, August, 1976)

In regard to the High School Standardized Achievement Program, the Alberta Teachers' Association reversed its position of non-support to conditional support and participation (Alberta Education, Letter from Dr. M. Sillito, Co-ordinator of Professional Development, Alberta Teachers' Association, to Dr. J. S. Hrabi, Associate Deputy Minister, September 24, 1976).

Formal study of student achievement. During the 1976 Fall sitting of the Legislative Assembly, the Minister of Education announced the initiation of a review of achievement of Alberta students through the formation of the Minister's Advisory Committee on Student Achievement (MACOSA). In making the announcement, the Minister stated:

> The quality of education in Alberta, and indeed in all of Canada, is the most controversial issue in education today. . . . We hope this committee will identify solid evidence as to the achievement of students in Alberta schools. (Alberta Education, News Release #32, October 12, 1976)

The quality of education resolution debated during the 1976 Spring sitting of the Legislative Assembly was again debated and passed (Alberta Hansard, October 19, 1976) and was provided for in MACOSA's terms of reference as follows:

> 4.3 Committee recommendations shall attend to the following matters:
> (ii) considering the effect of the non-compulsory nature of Grade XII Departmental Examinations on the quality of education in Alberta. (Alberta Education, Ministerial Order, October, 1976)

Immediately thereafter, the Minister announced the implementation of a long-term testing program for Alberta high school students to establish desirable benchmarks of achievement (Alberta Hansard, October 19, 1976). At that time the Minister indicated the question of whether or not it was in the public interest to re-institute annual compulsory departmentals was not affected by this program.

Addressing the Chamber of Commerce Education and Business Conference, the Minister revealed:

> In 1966-69 the confidential mark of the principals throughout the province indicated that 37% of the students in Grade 12 were A and B students. When the results of the departmental examinations over that period plus 1970-72 were considered, the percentage of A and B students throughout the province was about 36%, very close to the confidential marks submitted by the principals. What happened in the period 1972-75? Marks supplied to the department for Grade 12 students indicate that in English, 54% of the students are now A and B students, as opposed to 36% A and B students who wrote the final examinations.

> In Social Studies, the confidential mark submitted in the 66-69 period indicate 36% were A and B students. In the post-departmental period of 1972-75 the percentage of A and B students had increased from 36% to 52%.
>
> In Physics, there was consistency. In Physics 30X, 56% were A and B students in the 1966-69 period, and 54% were A and B students in the 1970-72 period. 56% are now A and B students in the 1972-75 period. (Alberta School Trustees Association, Minister's Address, Proceedings of the Alberta Chamber of Commerce Education and Business Conference, Jasper, Alberta, October 21-23, 1976)

Shortly thereafter, the Minister of Education, speaking to the trustees of Alberta, addressed the question of re-instituting province-wide final departmental examinations as follows:

> May I remind you that as Boards of Trustees for your systems, you may introduce compulsory departmental finals for your Grade 12 students by a resolution of your board renouncing your accredited status. That decision, and I am sure you would make it only after very careful examination of all of the implications and consequences, continues to be yours.
>
> Our department would require notification of such a decision prior to the beginning of a semester or school term. The 50-50 weighting between teacher and examination mark would provide the basis of the student's final mark. (Alberta School Trustees Association, "What the Minister Said," The Alberta School Trustee Magazine, December, 1976)

At the same convention the following resolution was approved:

> BE IT RESOLVED, that the Alberta School Trustees Association urge the Department of Education to make compulsory a test in basic skills of English before issuing a high school diploma. (Alberta School Trustees Association, "Resolutions and How They Fared," The Alberta School Trustee Magazine, December, 1976)

The Minister responded that the resolution was referred to MACOSA which recommended that action be deferred until results were available from studies of achievement currently underway (Alberta School Trustees Association, Letter from the Minister of Education, Hon. Julian Koziak, to Dr. A. J. Proudfoot, President, ASTA, May 20, 1977).

MACOSA's "Grade 12 Examination Study" got underway early in 1977.

The position of the Alberta Teachers' Association shifted its focus on the Standardized Achievement Test Program (Form B) so as to restrict and control its use by both the Department of Education and school boards (Alberta Teachers' Association, "Student Evaluation," February, 1979).

As the timeline on the "Grade 12 Examination Study" was drawing near, the Premier, in addressing the Canadian Education Association, perceived examinations as playing a role in quality education and claimed, "The problem of quality of education . . . will result (at least in Alberta) in strong public demand for some form of province-wide testing" (Alberta School Trustees Association, "Excerpts from Premier Lougheed's speech to the Canadian Education Association, Calgary, Alberta, September 28, 1977).

Policy Performance

Just before MACOSA reported on the "Alberta Grade 12 Examination Study," a study by the University of Alberta revealed the following:

1. there has been a discernible upward shift in the matriculation grades; the proportion of the Grade XII student population matriculating has increased from 27 percent to 37 percent.
2. the proportion of all "eligible" University candidates out of Grade XII enrollment in Alberta has increased by 10 percent; the percentage of all "eligible" students

actually registering as freshmen at the University of Alberta declined by 13 percent.

3. a much smaller proportion of students from the "marginal" ability range (60-64%) are now seeking admission to the University.

4. the pattern of freshman grades at the University of Alberta over the past few years shows no definite shift in average grades.

5. there is a strong correlation between matriculation grades and the quality of University performance at the first year level. (Alberta School Trustees Association, "High School Grades and University Performance," by Nim Mehra, Office of Institutional Research and Planning, University of Alberta, October, 1977)

MACOSA's "Grade 12 Examination Study," on the basis of continuing analysis of student marks by the Department of Education, made the following generalizations:

> First, the typical line of mark trend since the 70's was a slight increase in 1973, followed by a sharp increase in the first two years after general accreditation, followed by a steady increase in all test subject areas up to 1975. A slight drop was evident in 1976 and 1977. A continuation of this kind to 1980, would likely result in a return to the five year average established under the former system of compulsory examinations . . .
>
> Second, the data clearly indicates that there exists a marked difference in evaluative criteria between schools in the same system as well as amongst systems throughout the province. (Dumont, 1977:vi)

With respect to policies approved by school boards, there existed a certain common intention for the implementation of policy at the local level, and which held fairly generally across the province (Dumont, 1977:15). In capsule form, the schools' practices can be generalized as follows:

(a) Attendance records are taken into account in evaluation;
(b) Statements regarding promotion practices are generally lacking;

> (c) A student may appeal a mark, first to the teacher, and subsequently to the principal;
> (d) Statements regarding provision for appeals through departmental examinations are totally lacking;
> (e) Evaluation is an ongoing activity throughout the school year; many examinations and quizzes are given;
> (f) Teachers are responsible for informing students of course objectives; evaluation and appeal procedures;
> (g) Teachers are responsible for evaluation according to the approved evaluative procedures. (Dumont, 1977:17-18)

However, there existed an urgent need to examine ways of improving the school systems' monitoring mechanisms as the apparent lack of consistency in application of policy in actual school operations within the same system, and throughout the province generally was perceived as a major obstacle in achieving equity, and maintaining credibility with the public.

The Steering Committee overseeing the "Grade 12 Examination Study" agreed the Study provided evidence of a loss of confidence in the educational system over the past few years, and therefore steps needed to be taken to improve the quality of education and particularly the procedures for evaluation (Dumont, 1977:xiii). Further, the Study concluded that accreditation was not working as well as it might, and contained the recommendation:

> THAT THE MINISTER EXTEND THE PROVISIONS OF THE EXISTING ACCREDITATION POLICY FOR A MINIMUM OF THREE YEARS, SUBJECT TO REVIEW AFTER THAT PERIOD, AND FURTHER THAT THE NECESSARY STEPS BE TAKEN TO ENHANCE THE EFFECTIVENESS OF THE EXISTING POLICY WITH RESPECT TO STUDENT EVALUATION. (Dumont, 1977:xiv)

Reporting to the 1977 Fall sitting of the Legislative Assembly, the Minister of Education tabled MACOSA's "Alberta Grade 12 Examination Study," and stated:

> 1. In view of the information in the report regarding variation in school and system evaluation policies and practices, departmental officials and in particular,

> those in regional offices, would be expected to intensify supervision of school policies and procedures to reduce major discrepancies among systems and schools.
>
> 2. The Curriculum Branch, consistent with the policy recommendations of the Curriculum Policies Branch, would continue to specify more precisely the learning objectives with respect to existing programs of study and curriculum guides for the information of students, parents, teachers, and the public. (Alberta Education, "Guidelines for Developing Student Evaluation Policy in Alberta School Systems," June 14, 1978)

Accordingly, the tabling of the MACOSA report by the Minister brought to a close the first policy "generation," and the Minister's directives initiated the sequent policy "generation."

SUMMARY

This chapter presented, in four parts, an historical overview of significant events and conditions leading up to the time the accreditation policy was announced on February 8, 1973 and events and conditions occurring between February 8, 1973 and November, 1977.

Part I reviewed the 1906-1973 era of compulsory examinations which indicated the legitimization and maintenance of education standards were provided for by the provincial government through the Department of Education compulsory Grade XII examination system.

Part II presented the pre 1973 operating environment and the policy issue-arena. The operating environment, the dynamic complex of interrelated factors, both human and material, provided the context from which the policy issue emerged. The operating environment provided for a change orientedness set within a conservative milieu.

The policy issue-arena was mixed in that the issues were linked to multiple goals which were generally in conflict, and were vague due to a lack of specificity of means, thus ambiguity prevailed. The arena was essentially settled or closed as the relationships between the actors had been established for some time. The policy issue-arena as noted above set the context for clarification or institutional learning as the implementation process most compatible with such a context.

Part III presented the specific events and conditions that precipitated the retroactive accreditation of three Edmonton Public composite high schools.

After the departmental examinations were written in those Edmonton composite high schools organized on a 4-6 plan in December, 1972, and the results were received by the students in January, 1973, the teacher-department mark discrepancy was of a magnitude that caused students, parents, teachers and principals to express concern, to the point where the issue brought the departmental examination into public question. The discrepancy could not be reconciled; the schools in question were accredited retroactively. Immediately thereafter the policy on accreditation was announced.

Part IV focused on the province-wide accreditation policy, its implementation and performance. The immediate effect of the policy—the withdrawal of the compulsory aspect of the Grade XII departmental examination—was evident. Implementation of the policy was not as readily apparent. The performance of the accreditation policy was reported by MACOSA in its conclusion: "accreditation is not working as well as it might" (Dumont, 1977:xiv).

Chapter 6

ACCREDITATION POLICY IMPLEMENTATION: AN ANALYSIS

This chapter presents an analysis of the data reported in Chapter 5. The analysis of events and conditions is first presented with reference to the variable clusters identified in the framework outlined in Chapter 4: the pre 1973 operating environment; the policy issue-arena; policy standards; policy resources; organizational strategy for implementation; communication; enforcement; disposition of implementors; characteristics of the implementing agencies; the issue-specific environment; and policy performance. The analysis that follows was enhanced by information derived from interviews with various individuals in that the information provided for a more insightful interpretation of the data presented in Chapter 5.

The analysis is then presented against the policy implementation process phases also identified in Chapter 4: policy issue/problem; policy; implementation analysis; implementation planning and design; implementation control; implementation assessment (intermediate and final).

VARIABLE CLUSTERS

The policy performance phase is presented first as it served as the main point of reference for the analysis.

Policy Performance

Policy outcomes can be thought of as the phase in which judgments are made about the policy in question in terms of performance measures that are meaningful to policy makers. Performance measures, as identified in the Rand Study outlined in Chapter 2, were fidelity of implementation, perceived success, change in teacher and administrator behavior in schools, and expected continuation of the policy.

From a fidelity of implementation perspective, that is, the extent to which the policy was implemented as originally planned, at the school board level, there existed a certain common intention for the implementation of the policy at the school board level which held fairly generally across the province. School boards were expected to decide the timing of the accreditation of their respective high schools and to enact local policy on student evaluation which provided for justice, equity and objectivity in student evaluation. It was at the school level that there existed a lack of consistency in application of policy in actual operations within the same system, and throughout the province generally. One could speculate that this inconsistency had the effect of minimizing the degree of comparability of final marks awarded Grade XII students.

With regard to perceived success (the relative extent to which the goals were achieved) the cogent conclusion of the "Alberta Grade 12 Examination Study" that accreditation was not working as well as was anticipated, seemed to reflect the view that accreditation was an apparent "failure" in that there was perceived a decline in educational standards across the province. These and other attitudes were indicative of a lower level of public confidence in education.

It may be argued that the accreditation policy incorporated the intent to maintain standards because the Minister intimated as much in his reply to the Alberta School Trustees Association query regarding the maintenance of standards. Since the "Grade 12 Examination Study" recommended that the provisions of the accreditation policy be extended for a specific period of time, subject to a review at the end of that time provided efforts were made to improve student evaluation procedures, there was a perceived degree of success.

In terms of expected continuation of the policy, the Minister of Education in speaking to the "Grade 12 Examination Study," announced two directives that were to be undertaken immediately by department officials which indicated continuation of the accreditation policy with no time stipulation. One could interpret this action to imply that no consideration was being given to termination or revision of the policy since the source of the problem was the student evaluation procedures enacted by boards throughout the province.

With respect to the type and extent of change in teacher and administrator behavior as perceived by participants, the "Grade 12 Examination Study" indicated that superintendents of schools were not aware of what school administrators and teachers were actually doing in compliance with the student evaluation policy enacted by their respective school boards. It may well be that school boards and their agents—superintendents, principals and teachers—did not have a full understanding of the accreditation policy and that this condition ultimately influenced the implementation of accreditation.

In view of the above, the first "generation" of the accreditation policy was a "mixed success" in that accreditation—as it was known since February, 1973—was in effect and operational in November, 1977 and was expected to continue after that time with no substantial revision. However, in the last resort, the test of "success" of a policy can only be an empirical and to some extent a political one: a "successful" policy must be of a nature so as to gain acceptance in practice by convincing a sufficient number of people that it offers them a better instrument for achieving the things they want to achieve. With the above policy performance as the main point of reference the following analysis attempts to explain the dynamics through which the accreditation policy continued as it did to the point where it could be judged to be a "mixed success."

Pre 1973 Operating Environment

The operating environment, a complex of interrelated factors external to the organization and uncontrollable by it, is presented in terms of the following conditions: technological, legal-governmental, ecological, economic, and socio-cultural-political. Such conditions as are discussed below surrounded the accreditation policy.

Technological conditions. Technological conditions can be thought of as new ideas, developments and innovations that come into being through educational research, serendipity or practice. Further, it should be noted that response to technological change is not through direct absorption by the focal organization but rather through advocacy of change or stability.

The High School and University Matriculation Examinations Board for some time advocated the reduction of the impact of the departmental examinations on the final marks awarded to students in specified Grade XII subjects, even to the point of discontinuing the examinations. The Department of Education, aware that Alberta was the last province in Canada to retain compulsory Grade XII departmental examinations, was favorably disposed to changing the role of the examinations to that of an appeal mechanism. The Alberta Teachers' Association for a number of years had officially opposed the examinations and advocated that the procedures for evaluating Grade XII student achievement in the examination subjects should be the same as those used in Grades X and XI. The Alberta School Trustees Association, while not wholly supportive of the Grade XII departmental examinations, was willing to have the examinations procedures changed but not without safeguards relative to the maintenance of standards. The Commission on Educational Planning, reporting in 1972, recommended that the Grade XII departmental examinations should be abolished and all schools in Alberta should be accredited. Thus, from a technological perspective, a change regarding the Grade XII departmental examinations was being advocated by various educational groups.

Legal-governmental conditions. The set of governmental actions in the form of statutes and regulations as well as other specifications derived therefrom make up the legal-governmental conditions.

With regard to accreditation, The School Act, 1970, set the legal-governmental conditions. When the Act was rewritten increased emphasis was placed on local autonomy for school boards. While a number of provisions enhanced local autonomy, the compulsory Grade XII departmental examination program was perceived by some officials as hindering the realization of that goal. The practice of continuing with compulsory Grade XII examinations seemed inconsistent with broader legislative intent.

Section 12 of The School Act, 1970, empowered the Minister to make regulations governing the examination of pupils. Thus, for a transfer of authority to take place the Minister of Education necessarily had to use Section 12 to do so, and usually through an Order in Council or a Ministerial Order. As an aside, the fact that neither Order was processed and subsequently published in the Alberta Gazette may have been due to the "heat" of resolution as well as the state of unpreparedness for the precipitating issue. Further, announcement of the policy may well have been perceived by government officials as having solved the problem.

From the foregoing, the legal-governmental conditions were generally recognized and interpreted by department officials as conducive to furthering local autonomy through accreditation.

Ecological conditions. The organizations involved and their specific environments that made up the ecological conditions pertaining to the Grade XII departmental examinations were, in the main, the regularly associated actors: the Department of Education, the Alberta Teachers' Association and the Alberta School Trustees Association. These autonomous and independent groups interacted with mutual respect for each other. On matters of mutual concern relationships would characteristically range from cooperative consultation through to adversarial confrontation depending on the matter under consideration. The nature of the relationships between these three organizations, having been established and stabilized through regular association over many years, remained fairly stable through the 1970's.

Economic conditions. Financial restraint and expenditure control by the government over school boards, which began in 1969 with restricted access to the supplementary requisition, prevailed in modified form through the 1970's.

Socio-cultural-political conditions. At the outset of the 1970's public enthusiasm for education waned. Throughout the 1960's and the early 1970's the incremental milieu through which education in Alberta continued exhibited conditions conducive to further evolutionary changes in education. In addition, the public in general was change-oriented as was evidenced by the election of the Progressive Conservative government in August, 1971. At the same time, however, the public was perceived by the government as being desirous of controlled change in a time of restraint.

Summary. At the close of 1972 Alberta was the last province in Canada to administer Grade XII departmental examinations; over a period of one year procedures were revised in the direction of reducing the impact of the departmental examinations on the student final mark. The technological conditions were essentially conducive to advocated change in education. The High School and University Matriculation Examinations Board was rather persistent in advocating the eventual abolishment of the Grade XII departmental examinations. The Board's position was consonant with the Alberta Teachers' Association non-support of the examination program (Keeler, 1978:31) and content in that student evaluation was a professional responsibility. The Commission on Educational Planning reflected the position of the Alberta Teachers' Association. The Alberta School Trustees Association, while not wholly supportive of the Grade XII examination program, persisted in raising its concern about educational standards and expressing its preference for the retention of the examination to be used at the option of the individual jurisdiction (Alberta School Trustees Association, Members' Handbook, 1973:22-23 passim).

Department of Education officials perceived the departmental examination program as being incongruent with the intent of The School Act, 1970, which set the way for the devolution of authority to school boards. The legal-governmental conditions set by The School Act, 1970, were supportive of change toward enhanced local autonomy; however, the Grade XII departmental examinations were perceived by department officials as a constraint on that change.

The socio-political conditions too were change-oriented in that change was anticipated with a new government. Indicative of this orientation was the Minister's willingness to re-open the discussions on a previously closed matter. However, the change-orientedness was somewhat general and vague in that the Minister perceived society as desiring the institution of financial restraint and expenditure controls thus providing for restrictive economic conditions. At the same time the public in general appeared to look favorably upon teacher observation and evaluation of daily student work as the method of evaluating student progress in school (Alberta Education, "The Purposes of Education"—a review of Alberta responses to a 1973 Survey by the Canadian Education Association, Spring, 1974).

It is from this operating environment—the dynamic complex of interrelated factors, both human and material, that provides the context of the policy system—that the policy issues surrounding the compulsory Grade XII examinations emerged.

Policy Issue-Arena

The issues or unsettled matters of public import which required government consideration and action while centered on one common element—the compulsory Grade XII departmental examinations—varied with the regularly associated groups: the Department of Education, the Alberta Teachers' Association and the Alberta School Trustees Association. These groups, whose arena of interrelationships had been established and settled for some time, espoused multiple, conflicting and vague goals. The Department of Education focused on enhanced local autonomy for school boards as such autonomy was the perceived intent of The School Act, 1970; the Alberta Teachers' Association emphasized professionalism as the departmental examinations were perceived as a detriment to the prestige of the teaching profession; the Alberta School Trustees Association pressed for the maintenance of standards in education. The multiplicity of goals was due to the three issues or unsettled matters espoused by the respective groups involved. The conflict emanated from the different goals projected by the issues identified. Enhanced local autonomy was directed at school boards who would then have the added responsibility of overseeing student evaluation within their respective jurisdictions. Professionalism, as touted by the Alberta Teachers' Association, was motivated primarily by organizational self-interests as removal of the Grade XII examinations was perceived as an effective means of raising the stature of its membership. The maintenance of educational standards issue raised by the Alberta School Trustees Association reflected public sentiments toward education and the responsibility of the provincial government for education. The vagueness of goals was a function of the issues, which were themselves ambiguous and undefined yet literally used as if they were unambiguous and clearly defined, and fully understood by most people.

With the issues being ambiguous and the arena of relationships among the groups involved settled, the issues and the relationships with respect to implementation of the policy on accreditation were not considered or identified. Further, there was no consideration given to the fact that the issue-arena was ambiguous and settled indicating that a clarification process or institutional learning approach to implementation was most compatible with prevailing conditions.

Accreditation Policy

On February 8, 1973 the Minister of Education announced the accreditation policy which meant that universal compulsory Grade XII departmental examinations were being withdrawn and would be retained only for special purposes such as student appeals, determining certain scholarship marks and meeting the needs of adult and private study students.

Policy standards. The objectives and the operational means for meeting the requirements of how the goals of accreditation were to be implemented were at best minimal and confusing. School boards were given the "option" of timing the accreditation of their schools, provided the general criteria (which virtually every high school in Alberta "automatically" complied with) were met. In addition to the announcement, accreditation procedures and follow-up clarification, a "model" policy was distributed province-wide and recommended as worthy of consideration by school boards.

Thus, with minimal yet confusing goals, the distribution of the "model" policy indicated to school boards what was expected of them in terms of local student evaluation policy prompting them to adopt the "model" policy or an adaptation of it. This form of action enabled school boards to comply with the accreditation policy without the effort or thought that is generally required in local policy development endeavors.

Policy resources. Since the withdrawal of the Grade XII departmental examinations involved only an extension of the "50-50" department mark to be totally school-based, no financial or other direct resources were allocated in support of the policy. In fact there was some indication of resource withdrawal in that the Alberta School Trustees Association claimed the Minister indicated that accreditation would provide a saving to the public purse in the amount of $240,000 per annum. This fully implied that school boards had only to decide when their schools would be accredited, and enact local policy on student evaluation ensuring objectivity, equity and justice in student evaluation. Other than that, little else was required of school boards.

Generally, the accreditation policy did not clearly indicate the policy standards or policy resources. However, as an announced collection of words it may have projected expectations which may well have influenced school board behavior. The immediate effect was that the compulsory aspect of the Grade XII departmental examinations no longer applied; in other words, compulsory Grade XII departmental examinations were no longer a characteristic of education in Alberta. From the perspective of school boards, their decision as to the timing of the accreditation of their respective schools and the enactment of local student evaluation policy as prescribed by the department fulfilled the requirements laid out in the accreditation policy. Having fulfilled the requirements, school boards may have been lulled into complacency believing that no other action was required of them regarding accreditation or the implementation of their own student evaluation policy.

Organizational Strategy for Implementation

The organizational strategy for implementation is analyzed with reference to the central principles adhered to, distribution of power, decision making, and a representative sketch of the implementation process.

Central principle. Underlying the implementation were two central organizational principles.[7] The first relates to the view of the Minister that the teacher was in an excellent position to evaluate student achievement, and thus resulted in the unintended recognition of the teachers' psychological and social need for autonomy and control over their own work. The lack of specificity in the guidelines or looseness in the policy, other than the principal requirements of objectivity, equity and justice, also had the unintended consequence of giving teachers increased autonomy and control over their own work. These impressions underlie the organizational development approach. Secondly, the policy provided school boards with little discretion or freedom of decision or choice with respect to accreditation. The only discretion permitted was with respect to timing but even then political circumstances constrained the "option" to accreditation prior to the 1973-74 school year. The routine aspect was perceived as residing in extending the 50 percent portion of the teachers' mark to 100 percent of the students' final mark. This was exemplified by the "model" policy distributed by the Department of Education. The attributes of discretion and routine explained above are central to the bureaucratic approach which tends to control discretion and to routinize procedures to the greatest extent possible so that projected situations are under control, rendering them non-problematic.

From the foregoing two different principles inherent in the policy were directed to two different target groups: the organizational development principle, which focuses on the satisfaction of the basic psychological and social needs of individuals for autonomy and control over their own work, was directed towards the teachers; the bureaucratic principle, which emphasizes discretion or freedom of decision and operating routines which are developed to maintain and enhance position, was directed toward school boards. By applying the bureaucratic principle to school boards the attempt may have been to minimize their resistance to change. Application of the organization development principle to the teachers may have been because of a realization on the part of Department of Education officials that they could not exert direct control over the factors which determine the success or failure of the work of teachers.

On the basis of the foregoing there appeared to be an attempt by the Department of Education to encourage the Alberta Teachers' Association and the Alberta School Trustees Association into accepting the policy because of the "benefits" accruing to their respective memberships: teachers and school boards. However, by doing so, the net result was that accreditation was perceived differently by teachers on the one hand and school boards on the other, with no common ground between the two. Thus, teachers and school boards, who tend to perceive themselves as autonomous in their respective spheres of operation, acted on the policy in an independent manner.

Distribution of power. Controlled discretion and routine tended to dominate the implementation process in that responsibility and authority were fragmented and dispersed among the Department of Education, the newly established Committee on the Articulation of

High Schools and Post-Secondary Educational Institutions, the school boards, and teachers. The amount of control any one of the aforementioned exerted over one another with respect to accreditation in an operational sense, or in other words student evaluation at the school system and school level, was mitigated by the emphasis of local control at the system level, the placement of the teacher in the role best qualified to judge student achievement, and the complexity of the principles incorporated in the accreditation policy.

Decision making. The decisions, all dealing with discretion and routine regarding accreditation, were made at the highest levels of the Department of Education. In other words, accreditation policy and its derivative decisions were made at the top to be implemented at the bottom. Thus, the decisions made at the policy sphere offered little in the way of useful guidance for school boards acting in the operations sphere.

Implementation process. The implementation process is best analyzed by reference to the policy and operations spheres. In the policy sphere, those involved tended to look upward and outward. That is, they were concerned with global issues such as the way the policy would be perceived primarily by the politicians, and to a lesser extent, by the general public. As well they were concerned with the shifts in the distribution of authority with little recognition that shifts in policy have little effect in the determination of student achievement until they reach "classroom-level" transactions between the teacher and the student. Further, little attention was given to those factors that undermine control and provide opportunities for deviation in the process. Thus, when school boards acted upon the accreditation policy in the operations sphere there was little in the way of useful guidance available. This resulted in the "nightmarish" situation of the superintendent who, as an agent of the board and a signatory to the accreditation document, had assured his board that the evaluation system was in effect a carefully planned and defensible operation, yet never knew of all the "inventions" that were being used by the teachers to comply with the intent of accreditation (Dumont, 1977:19).

Generally, implementation of accreditation was a top-down process with a hierarchical divisional "break" between the policy and operations spheres which probably had a deleterious effect on its performance.

The implementation strategy was characteristically bureaucratic: controlled discretion and routine dominated the strategy focus; responsibility and authority were fragmented and dispersed; decision making occurred essentially in the highest offices, with the decisions made at the top implemented at the bottom; and the implementation process was a top-down process with a divisional "break" between the policy sphere of action and field operations.

Communication

The policy on accreditation was announced to the public in the form of a news release with the lead reading "COMPULSORY GRADE 12 EXAMS ON WAY OUT." In a collateral announcement, the Deputy Minister informed school boards of the procedures regarding their decision as to the timing of accreditation in their respective schools. A follow-up clarification from the Director of Operations Research, Development and Examinations suggested four, whereas the Deputy Minister proposed three, decision alternatives were open to boards, indicated a different starting time from the Deputy Minister's procedures, and deviated from the 1973-74 school year as a transitional period by indicating the period from January 1, 1973 to June 30, 1973 was the transitional period.

The Deputy Minister followed up with the distribution of the Lethbridge policy as an example of a high quality board policy statement on student evaluation.

The above essentially made up the communications with regard to accreditation. Recipients of the communications perceived them to be confusing, inconsistent and ambiguous which may well have detracted from their understanding of what was expected of them generally. The communications provided little in the way of facilitating the operationalization of the policy in a field setting. Ease of implementation appears to have been assumed by the communicators; that is, implementation of accreditation was seen as a straightforward modification of existing practices.

Enforcement

Enforcement or the action-enforcing mechanisms revealed by the data were of two types: (1) political coercion exercised by the Minister when addressing trustees about the lesser problems in education which relied upon local discretion and judgment, of which accreditation was one; and (2) the Form A. Here the Minister clearly projected government expectations and anticipated consequences of non-action on the part of board, thereby influencing school board behavior. The "Secondary School Registration Form A" was revised in 1976 to the "Secondary School Registration and Continuing Accreditation Document Form A," wherein the conditions of accreditation were outlined. The superintendent of schools and the principal of the school being registered, as signatories certified that certain conditions had been met and others would be met at the appropriate time. Approval of the Form A by the Coordinator of the Regional Office confirmed the accreditated status of the school. Basically, enforcement was a formality in that no school was refused accreditation or de-accredited. Furthermore, enforcement was minimal and ad hoc at best, and provided no guarantee of operational compliance at the system or school level since no other reporting was required and no on-site inspections were made. This is somewhat surprising in view of the claim in the proposed "Next Steps in Accreditation" that indicated all was not well with accreditation at the school system and school levels throughout the province.

Disposition of the Implementors

The disposition of the implementors, that is, school boards and their agents—superintendents and high school principals—was one of skepticism, misunderstanding and uncertainty. Both the Warren Report and the Rusnack Report, as well as the "Grade XII Examination Study," indicated the skepticism with which accreditation was viewed. The response of school boards to "Next Steps in Accreditation" and the Alberta School Trustees Association proposal which sought full review of the issues, concerns and problems regarding accreditation, clearly indicated that the implementors did not fully understand accreditation and its ramifications. The uncertainty experienced by school boards and their agents was a function of the marked difference in the evaluative criteria and procedures between schools operating under the same policy in the same system.

Characteristics of the Implementors

School boards and their agents, the superintendents and principals, were viewed by government officials to be the implementors of the policy becuase relevant correspondence was addressed to school boards. School boards in Alberta are public corporate bodies, generally consisting of elected lay people who are referred to as school trustees. Being lay bodies school boards were not versed in the technical aspects of student evaluation and thus were dependent upon their superintendent for expertise relative to accreditation and for implementing student evaluation policy at the system level. The superintendent, in turn, depended upon the high school principal to operationalize the board's policy in the school. At the time the policy was announced the superintendents were relatively new to local employment. The superintendents and principals were unprepared for accreditation and unaware of its implications for school system and school operations as the superintendents and principals waited for sequent directives from departmental officials regarding accreditation following the initial correspondence.

In addition, training and knowledge in the area of policy generally and implementation particularly were lacking at the school system and school levels. Superintendents, after having had the school boards adopt a variation of the Lethbridge policy, tended to look toward the Department of Education in regard to further developmental work on accreditation standards and procedures. In addition financial resources were not made available to school boards to facilitate their efforts in establishing new mechanisms and procedures for pursuing the goals of accreditation.

In summary, school boards as implementors, lacked the capacity, in terms of skills, training and knowledge in the area of policy implementation generally, and lacked the resources necessary to implement the accreditation policy specifically. At no time was this lack recognized or considered by the government or department officials. This may well indicate the fact that little or no consideration was given to the constraints on implementation of the accreditation policy.

Issue-Specific Environment

After the announcement of the policy one of the three issues or concerns identified earlier remained unresolved. Local autonomy of school boards was apparently advanced and professionalism of teachers was perceived by the Alberta Teachers' Association to have been enhanced. However, the question of maintenance of standards first raised by the Alberta School Trustees Association remained unresolved in spite of expressed Ministerial intent to maintain standards. Throughout the study time period the issue of standards was subsumed under the rubric of "quality education."

Further to the above, and inherent in the policy on accreditation, were the principles underlying student evaluation: objectivity, equity, and justice. Objectivity was presumably provided for through teacher-developed testing procedures at the school level. Justice was not well provided for in that student appeals were available only to the level of the principal which was not necessarily equitable even at the school level: appeals through the departmental examinations were totally lacking. Equity was neither assured nor provided for in that teachers generally were responsible for the application of board-approved teacher-administered procedures in evaluating students. Thus, evaluation practices differed from teacher to teacher, subject to subject, class to class, school to school, and system to system throughout the province.

With respect to the actors in the issue-specific environment the three originally identified continued with their regular relationships in an attempt to influence the policy as it continued to be developed, as well as the government and its position on accreditation. A new actor, the Articulation Committee, which was a broadly based government body appointed to assist the Departments of Education and Advanced Education to oversee the accreditation policy, entered upon the scene in 1973. However, due to its broad base, newness, large size, and mandate, it had no time to establish a modus operandi before it was confronted with issues, concerns and problems relative to accreditation. Under these circumstances the Articulation Committee attempted to deal responsibly with these matters; however, at best, the considerations given to them were superficial.

Additional actors were the Minister of Education, the

Legislature, the Alberta Chamber of Commerce as well as others, who each in their own way influenced and reinforced the quality of education question to the point where it became a public issue resulting in the establishment of the Minister's Advisory Committee on Student Achievement.

Essentially, the issue-specific environment differed little from the operating environment, but it was more closed. That is, with the passage of time those closely involved with the policy became less and less cognizant of the operating environment and thus became less responsive to it. However, while the implementation process did not necessarily respond to the operating environment generally, the political conditions did tend to prevail, and the government responded by establishing the Minister's Advisory Committee on Student Achievement.

RELATIONSHIPS AMONG VARIABLES

The foregoing analysis provided some evidence that the policy process in general and the implementation process in particular tended to shape the policy outcomes or consequences indicating the existence of relationships between the variable clusters of the framework and policy performance. Accordingly some of the observed linkages between the variables are discussed below. It is recognized that it is difficult to measure such linkages, since they may interact with other complex factors, and further that one or two incidents may make for loose linkages at best.

The environment or the complex set of interrelated factors external to an organization generally provided the context from which policy issues emerged, within which the contending groups with stakes in the policy outcomes or consequences related and interacted, and through which the accreditation policy was developed and its implementation was initiated.

It is clear that the operating environment from which the issues—local autonomy, professionalism and educational standards—emerged influenced the accreditation policy which in turn altered the environment. This indicates the presence of a feed-back process which supports Thomas' (1975:198) contention that "Implementation and feedback go hand in hand and must be considered together."

The fact that the accreditation policy process was influenced by a complex environment points out the importance of taking the environment into account in policy matters. The issues identified with respect to accreditation emerged from, and the participants involved interacted in, a complex environment. Also, the participants tended to be active on many fronts at once. This indicates that to make matters more manageable there was a need for simplification and reduction of the environment from which the issues emerged and within which the relationships among participants existed. This simplification and reduction did not take place with respect to accreditation, thus the accreditation policy and the organizational strategy for implementation were directly influenced.

The complexity of the environment, the dynamics of the issues and participants involved, the uncertainties of the policy process, and the need for participants to work on many fronts meant that the government officials constantly had to make difficult calculations about their own and other actors' goals, resources, and strategies, and about the positions and reactions of important audience groups. This meant that a balancing of interests was required. However, with a clearly defined policy issue-arena lacking, the policy goals and resources could not necessarily be established and an implementation strategy compatible with the policy issue-arena and the policy goals and resources could not be determined. This circumstance significantly undermined the accreditation policy. That is, failure to achieve congruence between the accreditation problem structure or policy issue-arena, the policy, and the approach to implementation produced dysfunctions that undermined the accreditation policy.

The data suggested that a policy issue-arena characterized by multiple, conflicting and vague goals, and settled relationships among the regularly associated groups, existed. This form of issue-arena indicated that clarification or institutional learning characterized the accreditation question. That is, with an ambiguous policy issue occurring within a settled and stable arena the opportunity for clarification existed. With regard to accreditation, a well defined set of objectives reflecting the intent of the policy and a clear allocation of resources was required. Further, the implementation approach most compatible with the circumstances identified was the systems management process which is goal-directed. That is, implementation should have consisted of defining a set of objectives and assigning responsibilities and standards of performance consistent with these objectives and effecting a performance monitoring system.

However, in reality the policy articulated was in the form of a news release and subsequent statements of procedures lacking specification of both objectives and resources. The implementation was characteristically bureaucratic: controlled discretion and routine dominated the strategy. Essentially, the implementation was a top-down process. Basically, the primary variable clusters, the policy issue-arena, the policy standards and resources, and the implementation approach to accreditation were incompatible with one another, thus dysfunctional to the accreditation policy resulting in its "mixed success."

The secondary variable clusters, those relating the policy standards and resources to policy performance, also indirectly influenced the "mixed success" of accreditation. The disposition of school boards or the level of support toward accreditation on the part of school boards certainly influenced the performance of the policy. Three factors may have played a role: the school boards' understanding of the policy standards; the direction of the school boards' response to accreditation; and the intensity of school boards' support or rejection of the accreditation policy.

As was indicated in the analysis, the school boards' understanding of the accreditation policy was superficial at best. Further, school boards were skeptical and uncertain about accreditation. The boards' response was positive—there was the making of those decisions and the taking of those actions as outlined in departmental procedural guidelines. The intensity of the boards' support was mediocre; in the majority of cases they merely met the requirements as they perceived them. The accreditation policy provided school boards with little in the way of guidance. This initial lack of specificity regarding standards and resources was followed by the distribution of a "model" policy by the Deputy Minister which projected to school boards what was required of them. Thus, the lack of policy standards and resources influenced directly the disposition of school boards. The same was true for enforcement since there were no limits or sanctions of any form and whatever discretion school boards enjoyed was fully controlled and limited to the timing of accreditation of their respective schools.

The disposition of the school boards was also influenced by the type and availability of resources supporting accreditation. The fact that no financial or other direct resources were allocated in support of the accreditation policy may have detracted from general school board support for accreditation.

The disposition of school boards was further influenced by the resources question through the immediate environment in that school boards gave strong support to the Alberta School Trustees Association proposal to have the whole accreditation policy discussed openly with regard to issues, concerns and related problems.

Non-provision of policy resources also influenced the disposition of school boards indirectly since there were no measures for structural changes. If resources had been made available to school boards, then changes to structure, personnel and procedures which would have fostered a more favorable disposition toward accreditation might have resulted. Further, environmental conditions such as the reaction toward accreditation by the public in general and groups such as the Alberta School Trustees Association may have affected the intensity of school board support of accreditation.

Despite the disposition of school boards the characteristics of school board structures and capacities may have directly influenced the performance of accreditation policy. Due to the general lack of capacity in terms of resources, skills, training and knowledge in the general area of policy and its implementation, the accreditation policy may have been adversely affected.

From the above discussion the implementation of the accreditation policy was fraught with the complexities and uncertainties of the substance of policy as well as the process. However, it is clear that the process of implementation of policy through which accreditation proceeded had and will have important consequences for education in Alberta—for the policies generated, for the participants themselves, for the process itself, for the operational arrangements in educational governance, for different interest groups associated with education, for responsiveness of education to public views, and for educational change itself. On the one hand the implementation process is dependent on the environment; on the other the implementation process is an instrument through which the environment may be altered.

PROCESS PHASES

A review of an analysis of implementation of policy can be viewed in terms of process phases: policy issue/problem, policy, implementation analysis, implementation planning and design, implementation control, and implementation assessment. It should be recognized that a review of an analysis of policy implementation by reference to distinct phases has to be somewhat arbitrary, for in reality, the process phases are highly interrelated.

Policy Issue/Problem

A public policy issue, generally thought of as an unsettled matter of public import requiring government attention and resolution, is a function of expressed but unfulfilled aggregate of political demands. A policy problem may be thought of in terms of defined end states or conditions deemed desirable. With regard to accreditation policy the focal point of the initial demands made was for the reduction of the impact of the Grade XII departmental examinations on the final marks awarded students who completed Grade XII examination subjects. The Department of Education perceived a changed role for the examinations: an appeal mechanism for students who wished to appeal teacher awarded marks, or who wished to compete for academic awards. It was thought such a role would facilitate the proper devolution of authority to school boards, resulting in enhanced local autonomy. The Alberta Teachers' Association perceived the examinations as a detraction from the status of teaching as a profession since student evaluation was regarded as an integral part of the teaching function and thus a professional responsibility. The Alberta School Trustees Association acknowledged the detrimental aspects of the examinations but recognized their significance with respect to maintaining provincial standards of education. While the compulsory Grade XII examinations were viewed as central to the issues expressed by the various actors, there was no agreement as to what the problem was, or what would be desirable and acceptable as a future state of affairs. The move to the "50-50" teacher-department mark composite was perceived as a logical step to maintaining some semblance of balance of interests. However, it was the "50-50" composite mark that gave rise to the precipitating issue—the teacher-department mark discrepancy—which caught most, if not all, actors involved in a state of unpreparedness for having to do something on which there was no agreement as to what should be done. The problem became one of resolving the issue as expeditiously as possible; the Minister of Education chose to withdraw the compulsory aspect of the Grade XII departmental examinations. Consequently the then recently instituted "50-50" mark procedure was revised to the point whereby the teacher determined the final mark of students who completed Grade XII examination subjects.

The above indicates that the policy issues were not clearly identified and defined. It may well be that the issues were not even recognized as such by government officials as the focus was on the examinations per se which were to be retained as an appeal mechanism. The foregoing may well be the reason why the Minister's request for four options covering the entire question of accreditation was responded to in terms of only one "option"—the one proposal for change to the Grade XII examination procedures developed by department officials. These circumstances may also account for the fact that a policy problem was not formulated. That is, given a ready-made solution in search of a problem, non-recognition of the issues tended to preclude definition of a policy problem.

Policy

The policy effecting the withdrawal of the compulsory aspect of the Grade XII departmental examinations espoused the notion of "automatic" accreditation with no specification of objectives or standards, as well as no allocation of resources to support the policy. The policy as announced was no more than a collection of words—there was no substantive content regarding objectives or resources—which in the eyes of the general public had a significant detrimental effect on education.

In the Minister's view accreditation and its implementation were lesser problems than unrevealed others in education, and if school boards were unable or unwilling to undertake action with respect to accreditation, the government being party to the stewardship of education was prepared to act accordingly. This certainly must have coerced school boards to act in accordance with the accreditation policy requirements as they perceived them.

The accreditation policy, as announced, was ambiguous, lacking in standards and resources, and provided for the "automatic" accreditation of the senior high schools. School boards had only to choose the timing of the accreditation of their respective high schools and to enact a student evaluation policy.

The policy on accreditation appears to have been an attempt to reconcile three conflicting imperatives: what was legally required; what was rational in the minds of government officials; and what was politically feasible to attract agreement among the contending parties having a stake in the outcome.

Implementation Analysis

Implementation analysis may be thought of as scrutiny of (1) the preliminary policy specifications, to determine their clarity, precision, and reasonableness; and (2) staff, organizational, and managerial capabilities and implementation strategies, to determine the degree to which the proposed policy alternatives can be specified in the current setting. With regard to accreditation policy no evidence beyond the Minister's request for alternatives was revealed to indicate that such analysis was undertaken or considered. When the precipitating issue emerged in the public domain demanding political action, the only partially-developed alternative available to the Minister was the one "option" which provided for the use of departmental examinations as an appeal mechanism. That the one "option" was acted upon may be indicative that a policy "trap" encumbered the policy process. In other words, since accreditation was the only available "option," escape (resolution) was seen to lie in only one direction.

Implementation Planning and Design

Implementation planning and design can be generally thought of as choices—structures, process, resources—made by decision makers about how to implement policy. No evidence was revealed that indicated such consideration was undertaken. Further, there was no evidence of any deliberate assessment of the final policy or design specifications and measurement procedures to ascertain the degree to which the specifications corresponded to decisions, and were amenable to successful implementation and measurement. The evidence indicates that, in fact, the policy issue-arena, the policy structure, and the approach to implementation employed were incompatible. The assumption seemed to be that once a policy had been formulated, announced, and the procedures specified, the policy would be implemented. This might be described as a form of "faith" model for implementation.

Implementation Control

Implementation control can be thought of as action which adjusts operations to predetermined standards or criteria. Some of the criteria for implementation control that could have been applied were: (1) the capacity of the school boards to change to accreditation; (2) the time involved to change to accreditation; (3) the dynamics of the particular accreditation decision stages; (4) the magnitude of the change to accreditation; (5) the sources and levels of resistance to accreditation; and (6) the unintended and dysfunctional consequences of accreditation. Other than the accreditation study committee efforts through "Next Steps in Accreditation," no evidence was found to indicate corrective action to adjust field operations was undertaken. Since there was no implementation plan to follow, control could not be exercised. Opportunities to institute control, such as the proposal to review the issues, concerns and problems surrounding the accreditation policy apparently were not recognized; if they were, they were not given due consideration.

Implementation Assessment (Intermediate-Final)

Implementation assessment can be thought of as two types: intermediate and final. Intermediate assessment is undertaken to assess the degree to which a field activity is progressing toward successful implementation and is providing useful feedback information to improve the implementation. Final assessment is undertaken to assess the degree to which a field activity corresponds to the design specifications and to determine whether or not there is a valid basis for deeming a field activity fully operational. Other than an indication of the number of school boards that undertook to have their senior high schools accredited, no evidence was revealed to indicate that an implementation assessment, either intermediate or final, was undertaken.

From the foregoing, it can be concluded that implementation of the policy on accreditation was not considered and acted upon to any great extent during the policy's first "generation"—the time period August, 1971 to November, 1977. In this case implementation was the forgotten "missing link" in the policy process.

SUMMARY

This chapter presented an analysis of the data reported in Chapter 5. The analysis was first presented and discussed with reference to the variable clusters identified in the framework outlined in Chapter 4. It was then presented in summary form against the policy implementation process phases also identified in Chapter 4.

Performance of the policy on accreditation served as the main point of reference for the analysis which resulted in the conclusion that implementation of the accreditation policy was the forgotten "missing link" in the policy process. The findings and conclusions with reference to the problems and associated sub-problems for research posed for this study, along with a statement of the implications of the study for the development of theory and the practice of educational administration are presented in Chapter 7.

Chapter 7

SUMMARY, CONCLUSIONS, IMPLICATIONS AND RECOMMENDATIONS

This chapter contains a review of the study reported in earlier chapters. The review is organized in four sections. The first provides an outline of the study with reference to the problem statement and sub-problems, and the conceptual framework and methodology. The second section presents the findings and conclusions of the study. The third section contains implications of the study for theory development and for the practice of educational administration. The fourth and concluding section makes recommendations concerning the implementation of public policy and provides suggestions for further research.

OUTLINE OF THE STUDY

Problem Statement

The general purpose of this study was to investigate the implementation of a public policy generally referred to as Accreditation of Alberta Senior High Schools. More specifically, the intent was to explain why the policy was not working as well as was expected in the sense that the apparent consequences were different from those anticipated.

The sub-problems were as outlined below:

1. What were the outcomes of the accreditation policy as of November, 1977?
    1.1 How successful was the policy considered to be by

policy makers, those responsible for implementing it, and those affected by it?

1.2 What pressures were there for maintaining or changing the policy?

1.3 What were the immediate results of an "evaluation" of the policy?

2. In what respects were the outcomes related to the issues which the policy attempted to address?

    2.1 What were the issues perceived by various actors in the initial stages of policy development?

    2.2 Which actors were influential in the definition of the issue?

    2.3 Did the issues change over time?

3. To what extent were the outcomes affected by the policy implementation planning process?

    3.1 Were implementation problems given consideration?

    3.2 Was an implementation feasibility estimate made?

    3.3 Were the appropriate actors involved in the process?

    3.4 What criteria were applied in evaluating implementation alternatives?

4. To what extent were the outcomes related to the nature of the policy statement?

    4.1 In what form was the policy articulated?

    4.2 Were the objectives of the policy clearly specified?

    4.3 Were the resources supporting the policy identified?

    4.4 How did the various actors respond to the policy?

5. To what extent can the outcomes be attributed to the implementation strategy employed?

    5.1 What were the main characteristics of the implementation strategy?

    5.2 Was the implementation strategy compatible with the issues?

5.3 What agencies were responsible for implementing the policy?

5.4 How did characteristics of these agencies influence implementation?

5.5 How was the implementation of the policy monitored and controlled?

6. In what ways did environmental factors influence the development, implementation and success of the policy?

6.1 Did environmental factors intrude more at some point than others?

6.2 What environmental factors were particularly significant? Did the significance change over time?

Conceptual Framework

The conceptual framework, presented as a ten variable cluster framework based essentially on the work of Rabinovitz et al. (1976), Van Horn and Van Meter (1977), and Elmore (1978), provided an outline for the study of the implementation of public policy. The three works amalgamated in the conceptual framework were derived from organizational theory, applied to the field of public policy, and specifically directed toward the study of policy implementation. A further component was the classification of the operating environmental conditions (Friend et al., 1974) by Hall (1977) and McCarthy (1975) as technological, legal-governmental, ecological, economic, socio-cultural and political. Thus, it was designed for the purpose of deriving an explanation of the implementation of public policy in an attempt to provide a more comprehensive understanding of the process.

The framework served the function of directing the search for significant data relating to the implementation of policy, as well as a device for organizing the data that were gathered.

Methodology: Case Study

As the central problem in this study was the investigation of the implementation of the accreditation policy, this broad view was deemed indicative of a need for a case study approach. The case study was carried out in two stages: the first stage was the development of a chronological descriptive narrative of the time period August, 1971 to November, 1977; the second was the analysis of the data gathered.

Stage 1: Descriptive Narrative

The descriptive narrative of the events, transactions and conditions of the time period under study was derived essentially from primary sources which comprised documents such as correspondence, reports, briefs, studies, news releases, and memoranda contained in the files of the Department of Education, the Alberta Teachers' Association, the Alberta School Trustees Association and the Edmonton Public School District No. 7 offices. Documents which contributed information and historical aspects were selected and reviewed. Pertinent data were synthesized to provide a comprehensive overview of chronological events related to accreditation.

Reliability and validity. Reliability and validity of content were based on two factors: (1) access to primary source material, and (2) reliability checking of content by interviews with participants involved in, associated with, or related to the implementation of the accreditation policy.

Interviews. The nature of the study provided a role for the interview as a means for facilitating the identification, understanding and interpretation of the events, transactions and conditions, and the relationships that existed in the policy process.

The interview format was semi-structured in that each respondent was asked to respond to the same set of general open-ended questions.

Respondents. The respondents for this study were selected using a modified "leadership pool." Essentially a group of knowledgeable persons holding positions of authority (or involvement) with respect to the policy under study was selected. Fourteen respondents were interviewed.

Interview guide. As the interview format was semi-structured, an interview guide that contained a list of major areas of inquiry was employed.

Reliability and validity. Reliability and validity in the interview guide were established by subjecting the interview guide to examination by a panel of persons selected on the basis of familiarity with the problem under study.

Description verification. The chronological descriptive narrative of the policy process was submitted to a number of those individuals interviewed for purposes of verifying the accuracy of the facts and that the confidentiality of individual opinion was maintained, and to indicate any omissions.

Stage II: Analysis

The chronological descriptive narrative, once verified, served as the data for the study, and was applied to the framework presented in Chapter 4. The analysis of the data conformed to the particularizing analysis identified by Lipset et al. (1970).

RESEARCH PROBLEMS

The problems and associated sub-problems for research posed for this study are outlined below together with their respective responses.

1. What were the outcomes of the accreditation policy as of November, 1977?
    - 1.1 How successful was the policy considered to be by policy makers, those responsible for implementing it and those affected by it?
    - 1.2 What pressures were there for maintaining or changing the policy?
    - 1.3 What were the immediate results of an "evaluation" of the policy?

Sub-problem 1.1

The evidence indicates that the policy makers considered the policy to be successful by the fact the Minister announced the continuation of the policy as it was known in February, 1973, through to November, 1977. School boards and their agents perceived the policy as a mixed success. That is, while they attempted to maintain a common intention for the implementation at the school system level, they were aware of the existence of a lack of consistency in application of policy in actual school operations within the same system, and throughout the province generally. Those affected by the policy, that is, the teachers, post-secondary personnel, employers, and the public in general perceived the policy on accreditation as a "mixed success."

Sub-Problem 1.2

Pressures for maintaining the policy were exerted by the Alberta Teachers' Association and the Department of Education. The Articulation Committee supported the policy. However, with time both the Department of Education and the Articulation Committee began to shift their positions as evidenced by the move toward quality assessment. Then, the Legislative Assembly, in the latter part of the time period under study, began questioning the policy.

Pressures for changing the policy were exerted in the main by the Alberta School Trustees Association, supported by the school boards primarily, in its push toward an assessment of the policy in terms of issues, concerns and problems. Other groups, such as the Alberta Chamber of Commerce, questioned the whole field of student achievement.

Sub-Problem 1.3

The immediate results of an "evaluation" of the policy are to be found in the two directives of the Minister after he tabled MACOSA's "Alberta Grade 12 Examination Study." The first directive was to intensify supervision of school policies and procedures to reduce major discrepancies among systems and schools. The second directive was to the Curriculum Policies Board to specify more precisely the learning objectives with respect to existing programs and curriculum guides. The directives were clearly change-oriented in that the intent was to make the policy more robust at the operational level and more acceptable to the general public.

Problem 1

What were the outcomes of the accreditation policy as of November, 1977?

The policy outcomes or impact on the environment were generally negative in that the level of public confidence in education was lowered, serious concerns had been expressed by the general public about the quality of education, there was a general desire that action be taken to ensure this quality, there was a perceived lack of common standards across the province, and that accreditation was not viewed as an acceptable replacement for the compulsory Grade XII departmental examinations.

While the policy may have been perceived to have been a success by some, perceptions by others generally tended to view it otherwise making for a "mixed success." Thus, over time, pressure from various quarters mounted to a point where the Legislative Assembly considered the question convincing the policy makers to have the matter investigated and acted upon to minimize those pressures. On the basis of the investigation results, the Minister, in announcing the two directives, effectively initiated the second "generation" of policy inferring that the process is an ongoing, continuous one that may not have a final and definite end, unless terminated.

Conclusion. The outcomes or impacts on the environment of policy related to a significant extent to the perceptions or reactions of people not under the direct control of the policy maker. Operational success of the policy was determined in good part by the way policy was interpreted and implemented by school boards and schools.

In other words, the policy maker made his policy decision, but what actually took place depended to a considerable extent on what his administrative arm did, on what various, quite autonomous, school boards throughout the province did and even on what individual principals and teachers did in carrying through their respective tasks. That is, the translation of policy into outcomes was subject to cooptation by the implementing agencies. In other words, the implementation of policy was subject to having been carried through by groups and individuals who may or may not have been in agreement with the policy, may or may not have even understood it, but were certainly governed by their own motives, both corporate and professional.

2. In what respects were the outcomes related to the issues the policy attempted to resolve?
   2.1 What were the issues perceived by various actors in the initial stage of policy development?
   2.2 What actors were influential in the definition of the issues?
   2.3 Did the issues change over time?

Sub-Problem 2.1

The central element of the initiating issue, the compulsory Grade XII departmental examinations, initially identified by the High School and University Matriculation Examinations Board, was recognized by the various actors, primarily the Department of Education, the Alberta Teachers' Association, and the Alberta School Trustees Association. The Commission on Educational Planning also perceived the examinations as an issue, with accreditation as a resolution. However, the main actors—the Department of Education, the Alberta Teachers' Association, and the Alberta School Trustees Association—perceived and derived different issues from the central issue. The issue as perceived by the Department of Education was that of local autonomy of school boards, the realization of which was being hindered by the compulsory Grade XII departmental examination program. The issue as perceived by the Alberta Teachers' Association was that of professionalism of teachers. The Alberta School Trustees Association perceived the maintenance of standards as the derivative issue.

Sub-Problem 2.2

While the High School and University Matriculation Examinations Board initially identified the examinations as the central element of the issues, the Department of Education, the Alberta Teachers' Association, and the Alberta School Trustees' Association were the influential actors in the definition of the issues.

Sub-Problem 2.3

Over the August, 1971 to November, 1977 period, the issues tended to change somewhat, and yet one remained constant throughout. Through the accreditation policy the issues of local autonomy and professionalism were perceived to have been resolved. The maintenance of standards issue supposedly was to be resolved through the Articulation Committee which was to review methods designed to measure a school's performance in maintaining standards. However, it was the maintenance of standards issue that remained unresolved throughout the time period under study. It was the issue that underlay the quality of education question which was redefined to student achievement at the time MACOSA was established. At the operational level, that is, in actual school operations, the maintenance of standards issue related directly to the student evaluation objective of equity which too remained unresolved.

Problem 2

> *In what respects were the outcomes related to the issues which the policy attempted to address?*

The outcomes—the lowered level of public confidence in education, the perceived less-than-satisfactory quality of education, the expressed concern for action ensuring quality, the perceived lack of common standards across the province—reflected the perceived function of the central issue—the compulsory Grade XII examinations—and related directly to an unresolved derivative issue, the maintenance of standards. As the examinations were perceived as providing provincial benchmarks, which were viewed by the public as a vehicle for the maintenance of those standards, accreditation was not perceived as an adequate replacement. Thus, the outcomes related to the issues through the Grade XII departmental examinations.

Conclusion. The policy of accreditation was generally perceived in terms of the withdrawal of the Grade XII departmental examinations or "standards" which the general public had grown to recognize as indicative of quality education. Thus, with the publicly accepted, traditionally established "standards" having been withdrawn, accreditation—which the general public did not understand, appreciate or recognize as an adequate replacement—was not viewed with favor. Accreditation was not perceived in terms of the issues of local autonomy and professionalism as they may have been viewed as being related directly to the organizational self-interests of school boards and teachers respectively. From the foregoing it may be concluded that public understanding of the relationship of the issues, the policy and the policy objectives was lacking and may have been a significant factor in the general public's perception of accreditation.

3. To what extent were the outcomes affected by the policy planning process?
    - 3.1 Were implementation problems given consideration?
    - 3.2 Was an implementation feasibility estimate made?
    - 3.3 Were the appropriate actors involved in the process?
    - 3.4 What criteria were applied in evaluating implementation alternatives?

Sub-Problem 3.1

Implementation problems were not given sufficient consideration inasmuch as the Minister of Education perceived accreditation as a lesser problem. Further, in speaking of accreditation as a lesser problem and emphasizing the exercise of local autonomy, the Minister may well have projected expectations and influenced behavior on the part of school boards.

In so doing, the Minister may well have reflected the view of the Department of Education that withdrawal of the compulsory aspect of the Grade XII departmental examinations was a logical extension of the "50-50" mark in an effort to reduce the impact of the examinations in student evaluation. Further, the withdrawal was in keeping with the spirit of legislation with regard to local autonomy. Therefore, implementation was given little, if any, consideration as procedural directives following the Minister's announcement would, as in the past, be acted upon by the school boards.

Sub-Problem 3.2

An implementation feasibility estimate, thought of as a gauging of how political and bureaucratic factors will influence the adoption and implementation of policy, was not undertaken. It was generally assumed by Department of Education officials that the policy on accreditation would be accepted and fully implemented as had occurred with similar past policy directives.

Sub-Problem 3.3

As no implementation planning process was revealed by the data, no claim can be directly made as to whether or not the appropriate actors were involved in the process. However, it can be inferred from the data that no actors other than the senior officials of the Department of Education were involved. To that extent one of the appropriate actors was involved.

Sub-Problem 3.4

In view of the above where no implementation planning process was found, it would be difficult to speak of implementation alternatives as these would have been the results of the planning process. Therefore, with no planning process and no evidence of implementation alternatives, it can be inferred that no criteria for evaluating implementation alternatives existed.

Problem 3

> *To what extent were the outcomes affected by the policy implementation planning process?*

Accreditation was perceived to be a lesser problem as well as an opportunity for school boards to exercise local discretion and judgment. Thus, implementation problems were not given sufficient consideration as no implementation planning took place.

If policy outcomes tend to be determined by the implementation process, then the extent to which there existed a lack of planning was the extent to which the outcomes were affected. In other words, had implementation problems been considered, an implementation feasibility estimate made, implementation criteria established, and the appropriate actors involved, then it can be readily claimed that the outcomes may well have been perceived in a more positive light.

Conclusion. Since accreditation was perceived as a lesser problem and more of a local matter to be dealt with by school boards, the failure to recognize and consider the constraints on successful implementation may have led the Department of Education to assume that obtaining support for the policy was largely non-problematic. In other words, the Department of Education assumed that analytical procedures to (1) outline the features of the setting within which the policy was to be considered, adopted, and implemented; and (2) make reliable judgments about whether the setting was hospitable or inimical to accreditation, were unnecessary. Further, the lessons of a considerable body of organizational analysis were not heeded: standard decisions in stable organizations tend to be implemented in a programmed and predictable way. Implementation is essentially mechanical; implementation becomes problematic when an organization confronts a non-standard decision that implies a departure from routine behavior.

4. To what extent were the outcomes related to the nature of the policy statement?
    - 4.1 In what form was the policy articulated?
    - 4.2 Were the objectives of the policy clearly stated?
    - 4.3 Were the resources supporting the policy identified?
    - 4.4. How did the various actors respond to the policy?

Sub-Problem 4.1

The policy on accreditation was first announced by the Minister of Education and articulated in the form of a news release, containing no more than a collection of words with no reference to standards or objectives and resources. In a collateral announcement, the Deputy Minister informed school boards of the procedures regarding their decision as to the timing of the accreditation of their respective schools. A follow-up clarification from the Director of Operations Research, Development and Examinations indicated four decision alternatives, as opposed to three identified by the Deputy Minister, which were open to boards. Immediately thereafter, the Deputy Minister followed up with the policy of the Lethbridge school districts identifying it as an example of a board policy of high quality work. The foregoing was bascially the policy articulated.

Sub-Problem 4.2

The policy objectives and the operational means for meeting the requirements for how these objectives were to be implemented were at best minimal and somewhat confusing.

Sub-Problem 4.3

The policy fully implied that all school boards had to decide only when their schools would be accredited, and enact a local policy on student evaluation ensuring objectivity, equity, and justice in student evaluation. Thus, there was no specification or indication of resources that were employed to support the implementation of the policy on accreditation.

Sub-Problem 4.4

The responses of the actors varied with the actors, particularly the Alberta Teachers' Association and the Alberta School Trustees Association. The Alberta Teachers' Association, with qualified reservations about the timing, perceived the removal of the compulsory aspect of the Grade XII departmental examinations as a recognition of the teachers' professional autonomy and competence. The initial response of the Alberta School Trustees Association was one of enthusiasm, followed by apprehension and then skepticism.

Other responses included those of the four Alberta universities which agreed to accept for matriculation purposes the standings obtained by students through accreditation.

Problem 4

> *To what extent were the outcomes related to the nature of the policy statement?*

The outcomes of accreditation were related to a significant extent to the policy statement in that the statement projected expectations without specification of standards or provision of resources. School boards did what was expressly expected of them. They decided upon the timing of accreditation of their schools and enacted a student evaluation policy which provided for objectivity, equity and justice. As a result the commonality and comparability of standards and student evaluation procedures maintained by the Grade XII departmental examinations were withdrawn and were not perceived as having been adequately replaced.

Conclusion. The nature of the policy, as revealed by the text, the intentions of the propagators, and the interested actors and general public, related directly to the outcomes. The policy, as articulated by the Minister of Education and his Deputy, projected their expectations of school boards and may well have influenced school board behavior in regard to accreditation. From the foregoing, it is apparent that implementation of policy passes through and is transmuted by successive layers of implementation operations with the net result that determination of a policy's outcomes rest to some extent with local operations.

5. To what extent can the outcomes be attributed to the implementation strategy employed?

    5.1 What were the main characteristics of the implementation strategy?

    5.2 Was the implementation strategy compatible with the issues?

    5.3 What agencies were responsible for implementing the policy?

    5.4 How did the characteristics of these agencies influence implementation?

    5.5 How was the implementation of the policy monitored and controlled?

Sub-Problem 5.1

The characteristics of the implementation strategy can be best presented with reference to the central principles adhered to, distribution of power, decision making, and a representative sketch of the implementation process.

The central organizational principles underlying the implementation were two: (1) organizational development, and (2) bureaucratic. Organizational development emphasizes the individual's psychological and social need for autonomy and control over their own work. In announcing the policy the Minister of Education recognized the teacher as being in an excellent position to evaluate student achievement. Further, the lack of specificity in the guidelines, other than the requirements of objectivity, equity and justice, was further recognition of the teacher's autonomy and control over their own work. The bureaucratic principle focuses on the routine-discretion continuum. School boards were given little discretion with respect to accreditation. What discretion was permitted was in regard to the timing of accrediting their schools, but even then political circumstances constrained the "option" to accreditation prior to the 1973-74 school year. The routine aspect was perceived as residing in the extension of the "50-50" mark to the point where the teacher's mark accounted for 100 percent of the final mark awarded the student. From the foregoing, the central organizational principles characterizing the implementation strategy were organizational development and bureaucratic in nature and were applied to two different target groups: the organizational development principle was directed toward the teachers; the bureaucratic principle toward school boards.

With respect to distribution of power, responsibility and authority were fragmented and dispersed among the Department of Education, the newly established Articulation Committee, and the school boards and their agents, including teachers. The amount of control any one of the above exerted over the others with respect to accreditation was limited by jurisdiction, mandate, local autonomy and the complexity of operations at both the system and school levels.

All the decision making regarding accreditation policy discretion and routine took place at the highest levels of the Department of Education. That is, the decision making occurred at the top or policy sphere, with implementation occurring at the bottom levels or the operations sphere. The decisions made in the policy sphere offered little in the way of useful guidance for implementors in the operations sphere.

The implementation process is best represented by reference to the policy and operations spheres. In the policy sphere, those involved tended to look upward and outward. In other words, they were concerned with global issues such as the way the policy was perceived primarily by the politicians and, somewhat less so, the general public, and the shifts in the distribution of authority with little recognition that changes in policy have little effect until it reaches "classroom-level" transactions between the teacher and the student. Further, little attention was given to those factors that undermine control and provide opportunities for deviation in the process. Thus, when school boards acted upon the policy in the operations sphere there was little in the way of useful guidance for them. While a board was assured that the evaluation system was in effect a carefully planned and defensible operation, it never knew of all the "inventions" that were being used by the administrators and teachers to accomplish that end.

Generally, implementation of accreditation was a top-down process with a hierarchical divisional "break" between the policy and operations spheres. Characteristically, the implementation strategy was bureaucratic: discretion and routine dominated the strategy focus; responsibility and authority were fragmented and dispersed; decision making occurred essentially in the highest offices, with the decisions made implemented at the local level; and the implementation process was a top-down process with a divisional break between the policy sphere of action and field operations.

Sub-Problem 5.2

Whereas the implementation strategy exhibited characteristics that were primarily bureaucratic in nature, the policy issue-arena was ambiguous and settled indicating that the most compatible approach to implementation was that generally referred to as clarification or institutional learning. With the policy issue-arena indicating clarification or institutional learning as the implementation approach to be used, the organizational strategy to implementation most compatible therewith was that of systems management. The systems management approach is based on the assumption that effective implementation proceeds from goal-directed, value-maximizing behavior. The crux of the approach is well-defined objectives, clearly assigned responsibilities, expected outcomes are specified, and people are held accountable for their performance.

From the above, it can be readily concluded the bureaucratic implementation strategy was not compatible with the issue-arena which indicated a systems management approach was the most compatible for implementation.

Sub-Problem 5.3

Implementation of accreditation policy at the provincial level was the responsibility of the Department of Education; at the local level the responsibility was that of the school boards. That is, while the Department of Education was responsible for implementing the policy, school boards were perceived to have been the actual implementors. From the perspective of the Department of Education, accreditation was deemed a lesser problem and that the Ministerial announcement, the procedural guidelines and follow-up clarification, and the distribution of the "model" policy were sufficient enough guidelines for school boards to act.

Sub-Problem 5.4

School boards were dependent upon their superintendents for technical expertise relative to accreditation and for implementing the policy at the system level. The superintendents in turn depended upon the high school principal to operationalize the policy in the school. Being relatively new to the role in local employment, the superintendents, as well as the high school principals, were unprepared for accreditation and its implications for school system and school operations. In addition, training and knowledge in the area of policy were generally lacking at the operational level. After having had the school boards adopt the "model" of the Lethbridge policy, the superintendents tended to look toward the Department of Education for further developmental work on accreditation standards and procedures. Further, in a time of fiscal restraint, financial resources were not made available to school boards to enable the establishment of new mechanisms and procedures for pursuing the policy's goal.

Generally, as implementors, school boards lacked the capacity in terms of skills, training and knowledge in the area of accreditation policy and its implementation, and lacked the resources necessary to implement the policy's goal.

The characteristics of the implementing agencies described above logically influenced the general lack of common standards across the province, across school systems, and even within schools.

Sub-Problem 5.5

Monitoring and control of the implementation process with the view to adjusting the process to predetermined standards were not officially considered or undertaken during the time period under study.

Problem 5

To what extent can the outcomes be attributed to the implementation strategy?

The implementation strategy employed exhibited bureaucratic characteristics: control of discretion and routine was the predominant strategy focus; responsibility and authority were fragmented and dispersed; decision making occurred essentially in the highest offices, with the decisions made implemented at the local level; and the implementation process was a top-down process with a divisional break between the policy sphere of action and field operations.

The policy issue-arena, being ambiguous and settled, indicated the most compatible approach to implementation was that generally referred to as clarification or institutional learning. The organizational strategy to implementation most compatible therewith was the systems management approach: effective implementation proceeds from goal-directed, value-maximizing behavior. The crux of the approach is well-defined objectives, clearly assigned responsibilities, expected outcomes are specified, and people are held accountable for their performance.

From the above, the outcomes can be readily attributed to the implementation strategy employed. The policy issue-arena, the policy instruments, and especially the implementation strategy employed were incompatible with each other with the net result being dysfunctions which influenced the outcomes of accreditation. This incompatibility was allowed to persist as no monitoring or control of the implementation process with the view to adjusting the process to predetermined standards was not officially considered or undertaken throughout the time period under study.

Conclusion. The policy issue-arena, the policy instruments, and the implementation strategy must be compatible with each other, otherwise dysfunctions result which influence and detract from the performance of policy. With regard to accreditation this influence, in addition to the involuntary nature of the policy, may have motivated "symbolic" adoption of the policy by school boards: in the passage from adoption to practice it was assumed the intent of the policy was inherent in the practice.

6. In what ways did environmental factors influence the development, implementation and success of the policy?
    - 6.1 Did environmental factors intrude more at some point than others?
    - 6.2 What environmental factors were particularly significant? Did the significance change over time?

Sub-Problem 6.1

Early in the time period under study the political conditions primarily and legal-governmental and technological conditions, which were subsumed by the political conditions, tended to intrude more than other conditions. From the political perspective the change in the government of Alberta in August, 1971, provided the opportunity for change-oriented actions. With respect to the legal-governmental conditions, the spirit of The School Act, 1970, with its emphasis on local autonomy, was being constrained by the compulsory aspect of the Grade XII departmental examinations. In an educational sense Alberta was the last province in Canada to retain compulsory Grade XII departmental examinations as the rest of Canada had been moving away from such examinations.

Early in 1973 the political conditions dominated the environment surrounding the precipitating issue in Edmonton as the evidence further indicates that a decision by political officials resolved the issue.

For the remainder of the time period under study political conditions tended to predominate particularly in 1976 when the examination questions became an item of debate on the floor of the Alberta Legislative Assembly.

Sub-Problem 6.2

Over the time period under study the political conditions tended to dominate the environment and maintain significance throughout. Put another way, when other environmental factors tended to emerge, they were much less prominent as elected government officials maintained a high profile, and thus were generally subsumed by the political conditions. Thus, the prominence of the environmental factors did not change in any significant way throughout the study period.

Problem 6

> *In what ways did the environmental factors influence the development, implementation and success of the policy?*

The political conditions tended to be prominently featured throughout the time period under study, overshadowing the others. Political conditions when elected officials were involved with the question of examinations at the beginning of the time period were conducive to having the Grade XII departmental examination question re-examined. At the time the precipitating issue emerged in Edmonton it was the involvement of elected officials that prevailed in resolving the issue.

Following the announcement by the Minister of Education regarding province-wide accreditation, it again was the political conditions that tended to influence the action taken by school boards in adopting accreditation. Throughout the post 1973 period it was the Minister of Education who publicly expressed support for accreditation. In 1976 the political conditions peaked when the Grade XII departmental examinations question and the quality of education issue arose in the Legislature during the spring session and again during the fall session resulting in the establishment of the Minister's Advisory Committee on Student Achievement.

Then despite the finding that accreditation was not working as well as was intended it was the Minister of Education who directed action to be taken in the policy sphere rather than at the operational level, again evidence indicative of continued support for the policy.

Thus, throughout the time period under study the political conditions tended to dominate the environment by subsuming emerging conditions. Those environmental factors which tended to emerge were co-opted by political considerations. Thus, the prominence of the political conditions tended to influence rather forcefully the development, implementation and success of the accreditation policy.

Conclusion. The environment, particularly as embodied in the political conditions, played an extensive role in the policy on accreditation. As the political conditions tended to predominate throughout, the Department of Education tended to look up and out toward the political arena with little attention given to school board operations in regard to accreditation. From an implementation perspective the administrative arm of government tended to concentrate on the policy and the political circumstances thus affecting the performance of the accreditation policy.

IMPLICATIONS

The implications of this study can be directed toward two areas: (1) the practice of educational administration, and (2) the development of theory.

The Practice of Educational Administration

The implications set out below are offered subject to a major limitation of the case study approach: generalizations can be made only to similar policy issues, involving similar actors in similar environments.

1. The findings indicate that the implementation of a public policy in education involves much more than the announcement of a policy followed-up by procedures. The transfer of policy from the

policy sphere to that of field operations has important and interdependent consequences for school system and school operations as well as the performance of the policy.

2. The far-reaching nature and wide impact of policy implementation indicates a need for policy implementation analysis. The purpose of such an analysis should be to review the preliminary policy specifications, to determine their clarity, precision, and reasonableness. Further, the staff, organizational, and managerial capabilities and implementation strategies should be reviewed to determine the degree to which the proposed policy alternative can be specified and implemented. Further to the above, a follow-up assessment of the policy should be carried through. This would entail the assessment of the final policy or design specifications and measurement procedures, including certain feedback devices, to ascertain the degree to which the specifications correspond to policy intent, are amenable to successful implementation, and are measurable.

From such an analysis and assessment it may be determined that implementation may or may not be feasible.

3. The implementation process is not static but cyclical. When the policy is announced and put into effect, it may soon call forth new dissatisfactions or problems. Poor administration, uncertain circumstances, changing conditions and erosion of confidence in the policy because intended or anticipated outcomes fail to materialize can lead to renewed demands for policy changes. Thus, monitoring and control procedures need to be considered when planning the implementation process.

4. The decisions made within the implementation process are critical to the policy outcomes as the shaping of the policy at the operating level is highly dependent upon the process. This shaping also tends to reflect the political outcomes of the process, that is, whether or not the policy outcomes serve the public as originally planned.

5. The review of progress in the implementation process becomes more a matter of judgment than of hard factual evaluation, unless the consequent administrative program is designed to include evaluative criteria. The study findings indicate this can only be done if the policy makers are questioned and pressed to become more specific about the ends to be achieved.

6. The study suggests that a basic issue in policy implementation is the problem of actually doing what has been decided upon. In an organization such as a government department the process of implementation may move through the organizational network, and it is amid this complexity of dynamics that the matter of implementing the policy can get easily misdirected. In short, the problem of policy implementation is not what is said in support of policy but what is not said and considered in terms of the feasibility of implementing the policy.

7. The findings indicate that failure to exercise careful oversight and to mount exact monitoring of the implementation process may result in a considerable amount of deviation or shortfall in the achievement of policy objectives.

8. Those responsible for planning the implementation of

policy must establish an organizational strategy which will best support the policy; must assess the present organization, its structure and its people to determine whether these support the strategy, or whether revisions are required in those organizational components; and must implement policy by structuring the organization and affecting the behavior of individuals and groups in ways which will best bring about the achievement of overall objectives. The study of relationships provides support for the view that the policy issues, the policy instruments, and the policy implementation strategy need to be compatible so as to minimize dysfunctions in the performance of the policy.

The Development of Theory

The findings have a number of theoretical implications regarding policy implementation. Discussion of the implications begins with reference to the definition of policy implementation, and then proceeds with regard to implementation as process, as control, and as evolution.

Definition of policy implementation. For purposes of this study, policy implementation, viewed as an evolutionary process, was taken to mean the active forging of sequential links in the "causal chain" between initial issues and conditions and future outcomes.

To discuss implementation without reference to policy is practically impossible: this is due to the interdependence of the two concepts. That is, the two are functionally integral, and analytically almost inseparable. Pressman and Wildavsky's (1973:xv) claim, "Though we can't isolate policy and implementation for separate discussion, the purpose of our analysis is to bring them into closer correspondence with one another," is supported by this study. However, Majone and Wildavsky (1978:105) claim, "It may just possibly be reasonable to separate in the mind subjects that must be joined in action." Thus, Lasswell's (1970:3) two "entwined frames of reference: knowledge _of_ the policy process; knowledge _in_ the process" may be viewed as a fundamental frame of reference for investigating any aspect of policy, including implementation. It all depends on what one is trying to explain: the knowledge emphasized—content or process; the level—policy or operations; and the point in time—past, present or future.

Implementation as process. Process, according to Webster's (1966:1808), is the action of passing through continuing development from a beginning to a contemplated end. One cannot discuss implementation for long without using the terms goals or objectives for, according to Pressman and Wildavsky (1973:xiii-xiv), "Implementation cannot succeed or fail without a goal against which to judge it." Yet, one of the characteristics of policy goals or objectives is that they tend to be multiple, vague and contradictory. In addition, implementation depends on which objectives enter the priorities first because there is seldom room for emphasis on more than one or two.

Generally everyone would agree that implementation requires: (1) a specification of objectives and (2) a series of related actions over time designed to achieve them. Thus, if implementation is to be judged by what it accomplishes, the first requisite of implementation is knowledge of consequences of contemplated action. If consequences of contemplated actions cannot be appraised with some degree of accuracy, specified objectives will be achieved only by accident. The necessity for such knowledge is important in implementation because the consequences of such action become the basis for succeeding steps.

Generally the type of knowledge required in implementation is the knowledge of relationships in a policy area: (1) interaction among the elements of the policy itself; (2) incentives for the people involved to carry through the policy or mechanisms for ensuring compliance; and (3) appropriate and adequate resources at the time required. However, knowledge of how to apply general principles or theory is often as weak as the theory itself. Further, where causal knowledge is absent or weak, where applications are poorly carried through, where the personnel required to carry through the policy is lacking or unskilled, the preconditions of implementation cannot be met. Thus, implementation provides a hard test of causal knowledge. That is, if implementation is goal-directed, resources, people and institutions must be mobilized and controlled through time in order to obtain predicted results that lead to the achievement of objectives.

Implementation as control. Implementation can be viewed as the attempt to control the consequences of actions in relation to objectives. In other words, implementation is the ability to control the future by current acts. To implement policy successfully, one must anticipate the future and needs to ask two questions: "What might happen?" and "What might we do?" Because of this uncertainty, objectives, if in existence—explicitly or implicitly—tend to be thought of as distant rather than near targets. As a result the objectives and the means for obtaining them are no longer fixed but have become subject to change which tends to subvert the basic element of control.

Implementation as evolution. If the original set of objectives and the policy that embodies them are considered as starting points, it then follows that they are subject to modification on the basis of experience and necessity. Certainly, adaptation to changing circumstances is a virtue of the intelligent man—but it is characteristic of an ad hoc approach. Thus, when implementation is placed in the context of continuous adjustments it becomes difficult to distinguish from any other process of decision. By making implementation reasonable it becomes inseparable from the processes of decision it was designed to support. In this way one does the best one can at the time and hopes that future information will enable one to do better as circumstances change. Under the criteria of evolution, almost any process for making decisions in a social context can be considered to be implementation.

Thus, implementation may well be developmental. It takes place under circumstances and conditions beyond our control. It is complex, dynamic and cyclical in nature. Taking any point in time, we seem to be right in the middle of the process, with events and transactions having occurred before and usually continuing afterward. At each point new circumstances and conditions must be coped with if the policy potentials are to be realized. When action is taken to implement policy, it is no longer the same—it has changed. To the extent that we learn from experience what is feasible, desirable and acceptable, to that extent we ought to correct errors. To err is human; to sanctify the perpetuation of errors is something else.

RECOMMENDATIONS

Further Research

The following recommendations are proposed for further research into implementation of public policy:

1. The case method used in this study has enabled the identification of a number of variables affecting the implementation of public policy. There is a need for further studies which would further confirm the factors involved in public policy implementation.

2. Further research using the framework used in this study should be undertaken with regard to other education policy matters. Alternative conceptual frameworks and methodologies may also prove fruitful in advancing knowledge about policy development and implementation.

3. This study focused on implementation of public policy from the provincial to the system level. Research concerning the implementation from the system level to the school level needs to be pursued. The framework used in this study could be used in such studies as well.

4. As there remains a dearth of studies regarding the nature of public policy implementation in Canada generally, studies undertaken in this area would facilitate the remediation of this need.

5. Finally, as this study attempted, further research needs

to be pursued with regard to the organizational approach and its relevance to the study of public policy implementation.

Policy Implementation in Practice

The implications of the study for the practice of educational administration set out earlier in this chapter bring to mind Williams' (1976:291) single guiding rule: "Always think about implementation problems, and always worry that others are not thinking about them, but do not expect major improvements to come quickly."

POSTSCRIPT

This study, the implementation of accreditation policy, found that implementation of public policy may be a bit more than the "missing link" in the policy process—it may be the forgotten "missing link."

The major contribution to knowledge made by this study lies in the established requirement that the policy issue-arena, the policy instruments and the organizational strategy to implementation must be compatible if dysfunctions influencing the outcomes are to be minimized.

The other contribution is the writer's observation that implementation of public policy takes place in a loosely coupled setting much like a river which disappears in desert sands only to reappear in another place like an oasis. What has happened between the points—if there is a connection between the two—is difficult to determine without much digging.

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APPENDICES

APPENDIX A

NEWS RELEASE #9
February 8, 1973

EDUCATION
Government of Alberta

News Release #9 Thursday, February 8, 1973

FOR IMMEDIATE RELEASE 8:00 a.m.

COMPULSORY GRADE 12 EXAMS ON WAY OUT

Education Minister Lou Hyndman announced today that effective September, 1973, every "qualified" senior high school in Alberta would be accredited to assign final grades in all courses, for all students. Presently high schools may award final grades in some 260 academic and vocational subjects, but not in 13 departmental examination subjects.

Since virtually every high school in Alberta is presently qualified for accreditation, this means that the compulsory grade 12 examinations are on their way out. They will remain only for special purposes such as satisfying student appeals, determining certain scholarship awards and meeting the needs of adult and private study candidates.

School boards not ready to make the transition by this September may apply for a year's grace period. Boards who wish to make the transition sooner will also be accommodated.

The changeover from grade 12 examinations to local accreditation has been recommended for some time by both the High School and University Matriculation Examination Board and the Alberta Teachers' Association. Accreditation has also been recommended by the Worth Report, and by many student groups. Alberta's universities and other post secondary institutions are already entering students on the basis of accredited school marks. Lethbridge high schools have been accredited for some time and more recently schools in Calgary and Camrose have been accredited.

The Alberta School Trustees' Association recognizes accreditation but has asked that grade 12 departmental exams remain available to school boards on an optional basis.

Under today's announced plan, students who are dissatisfied with their teacher-assigned mark in a matriculation subject could still appeal and write a departmental exam. The higher of the two marks would be recognized.

"The local teacher is in an excellent position to evaluate student achievement," said Mr. Hyndman. "A single outside exam just doesn't give the breadth or depth needed to measure a year's work. Teachers' grades are a combination of many tests, exams and projects given over the whole year."

"So that students will not be caught unfairly by the changeover, I am considering giving each school board authority to invoke an immediate appeal procedure. Under this procedure, and after suitable consultation, boards may still require students to write this year's exams, but would allow the student the choice of either his exam score or his teacher-assigned mark. To be consistent, this option would have to apply to the first semester exams just concluded."

Mr. Hyndman also announced that a revised Articulation Committee will now be formed to assist both his department and the department of Advanced Education. It will begin the continuing assessment of provincial accreditation procedures as soon as possible. This agency will also review methods designed to measure a school's performance in maintaining standards.

To be accredited, high schools must have all matriculation subjects taught by certificated teachers and must follow prescribed government course outlines and time allotments. In addition, final grades must be determined by supportable procedures and the school must be operated in accordance with Department of Education regulations.

At the present time, Alberta is the only province in Canada which maintains compulsory Grade 12 departmental exams.

Larry T. Shorter
Director of Communications
229-3574

APPENDIX B

RE: ACCREDITATION OF SENIOR HIGH SCHOOLS

FEBRUARY 7, 1973 LETTER OF DR. HAWKESWORTH TO BOARD CHAIRMEN, SECRETARY TREASURERS AND SUPERINTENDENTS

Department of Education
Office of the Deputy Minister
Edmonton, Alberta
T5J 2V2
February 7, 1973

To: Chairmen of School Boards
Secretary-Treasurers of School Boards
Superintendents of Schools

RE: ACCREDITATION OF SENIOR HIGH SCHOOLS

The government has very recently announced its general policy on the accreditation of senior high schools in Alberta. This letter will serve to give you more detail.

Attached is a paper entitled, "Procedures for the Accreditation of Senior High Schools in Alberta," which should be of some assistance to you. In addition, the following information may also be helpful.

The transition to accreditation can be discussed in three time periods:

1. The Remainder of the Current School Year, January 1 to June 30, 1973

    a) If your board chooses accreditation now.

    In Grade XII examination subjects, the school mark will constitute the final standing. This will apply to all senior high schools under your board and to the final standing awarded in January as well as June 1973. If the student appeals the mark given by the school, the mark supplied by the Department of Education will determine his or her final standing. In June 1973 your board will require students to write the Grade XII Departmental Examinations. If so, the school mark will still determine the final standing in June, but the student may appeal this mark and he will be awarded a final standing determined by the June 1973 examination mark. If your board does not wish students to write Departmental Examinations in June 1973 the student may appeal his school mark by writing the Departmental Examinations in August 1973, and choosing the higher mark.

    If your school board wishes to opt for accreditation now, it should write to the Minister of Education opting for immediate accreditation and indicating whether or not it wishes to have its students write Departmental Examinations in June 1973.

b) If your board does not choose accreditation now.

No action is required by your board. The final standing of your students in Grade XII examination subjects in both January 1973 and June 1973 will be determined by the mark supplied by the Department. Students may appeal this final standing by applying to the Examination Special Cases Appeal Committee of the Department of Education or by rewriting a Departmental Examination whenever it is scheduled.

2. The School Year July 1, 1973 to June 30, 1974

Senior high schools under your school board will become accredited under the conditions set forth in the attached "Procedures," unless you notify the Minister of Education in writing on or before June 15, that you wish to use the school year 1973-74 as a transitional year to accreditation. If your board so notifies the Minister, your students will write Grade XII Departmental Examinations in January 1974 and June 1974 on dates set by the Department of Education. Scores provided by the Department will constitute final standing for the student. The examination mark will not be combined with a school mark. A student may appeal his final standing by applying to the Examinations Special Cases Appeal Committee of the Department of Education, or by rewriting a Departmental Examination whenever it is scheduled.

If your board has previously opted for accreditation of if your schools become accredited on July 1, 1973 the school mark will constitute the final standing. Your students may appeal their final standing by writing a Departmental Examination in March or August of 1974. Both of these marks will appear on the student's record.

3. The School Year July 1, 1974 to June 30, 1974

All schools meeting the criteria set forth in the accompanying "Procedures" will be accredited. The school mark will constitute the final standing in Grade XII matriculation subjects. Your students may appeal this standing by writing a Departmental Examination in either March or August.

I hope that the foregoing summary and the accompanying information will allow you to move to accreditation in a smooth and orderly way. If you have further questions on this matter would you please contact Dr. J. E. Reid, Director of Research, Development and Examinations of the Department.

Sincerely,

(Signed) E. K. Hawkesworth

E. K. Hawkesworth

PROCEDURES FOR THE ACCREDITATION OF SENIOR HIGH SCHOOLS IN ALBERTA

Background and Present Status

Senior high schools in Alberta are now accredited for the purpose of determining the standing of their students in all but a few Grade XII subjects required for matriculation and entrance into university and some other post-secondary programs. To meet the present criteria for accreditation in these non-matriculation subjects a senior high school must

a) employ qualified teachers;

b) offer instruction in each subject for a specified minimum amount of time;

c) for each subject, follow the content as outlined in the Program of Studies for Senior High Schools in Alberta or receive Ministerial approval to offer subjects not so outlined.

Final standing in the subjects required for matriculation and university entrance has traditionally been determined by an examination administered by the Department of Education.

There have been four significant developments in the last five years which have affected the accreditation of senior high schools.

1. In the matriculation subjects final standing is no longer determined solely by the mark on the Departmental Examination. A mark supplied by the teacher now constitutes fifty per cent of the final mark, the Departmental Examination mark constituting the other fifty per cent.

2. A few faculties in universities are allowing standing in non-examination Grade XII subjects to be included in their entrance requirements. Lethbridge University will accept students with standing in four examination subjects including English 30 with an overall average of sixty and no mark below fifty. The fifth required subject may be a non-examination Grade XII subject with a minimum mark of fifty per cent.

3. The provincial government has already granted accreditation in the matriculation subjects to school systems or individual schools on request. Lethbridge City Public and Separate School Boards, Bishop Carrol School in Calgary and Camrose Lutheran College have been granted accreditation.

4. The universities in Alberta have agreed to accept the final standings in Grade XII matriculation subjects as issued by the provincial Department of Education whether these final standings are determined by a school mark, a Departmental Examination mark, or a combination of the two.

Procedures for Accreditation

Commencing in September 1973 senior high schools in Alberta including summer schools, will be accredited for the purpose of determining final standing in all high school subjects including those required for matriculation and university entrance unless such a school fails to meet the following criteria:

1. Matriculation subjects are taught by qualified teachers holding a valid Alberta Teaching Certificate;

2. The required amount of time is devoted to instruction in each high school subject offered;

3. The content of each subject follows that outlined in the Program of Studies for Senior High Schools of Alberta or a course outline approved by the Minister of Education;

4. All final standings granted to students are:

    a) endorsed by the high school principal and the superintendent of schools concerned,

    b) submitted to the Department of Education for approval and recording at a time and in a manner determined by the Minister of Education,

    c) made known to the student by the school so that he may appeal by writing a Departmental Examination,

    d) determined by the school on the basis of a fair and just method of evaluation;

5. The high school is operated generally in accordance with Department of Education regulations as set forth in the Junior-Senior High School Handbook.

Accreditation need not be requested. A high school meeting the criteria set forth above will automatically be accredited unless it is determined upon review that it fails to meet these criteria.

The Transitional Period

It is expected that most school systems in the province will be able to meet the criteria for accreditation. There may be some school jurisdictions, however, whose officials wish an additional period of time so that senior high schools in their jurisdictions may prepare for accreditation. For the students in these jurisdictions Grade XII Departmental Examinations will be available for the school year 1973-74.

If a school board wishes to conduct Departmental Examinations within its jurisdiction in the school year 1973-74 it must apply in writing to the Minister on or before June 15, 1973. For these jurisdictions Departmental Examinations will be available in January, June and August in the following subjects:

English 30
Social Studies 30
Mathematics 30
Biology 30
Chemistry 30
Physics 30
French 30

In a subject where there is an old and a new course, the examination will emphasize the program which is being studied by the majority of students. The exact dates for the administration of these examinations will be set by the Department of Education but will be held in January and June. Final standing will be determined by the examination mark alone. The mark on the examination will not be combined with a mark supplied by the school. These examinations will be composed of multiple choice items and will measure a broad range of conceptual abilities.

Provisions for Appeals, Scholarship, Private Study and Adults

Departmental Examinations will continue to be available for the following purposes:

a) for students who wish to appeal marks awarded by the school;

b) for students who wish to apply for certain scholarships where it is indicated that a Departmental Examination is required;

c) for students who are taking high school matriculation subjects through private study;

d) for adults who have no means of obtaining a school mark.

These examinations will be administered in March and August of each year, commencing March 1974 and will include English 30, Social Studies 30, Mathematics 30, Biology 30, Physics 30 and French 30. They will be composed of multiple-choice items and will measure a wide range of conceptual abilities.

Maintenance of Standards

With accreditation the Department of Education will develop a scheme for the systematic assessment of standards of achievement in the schools of Alberta. Alberta norms will be established by means of a comprehensive testing program. Norms thus established will be firm for a number of years establishing a bench mark for future measurements of achievement.

February, 1973

APPENDIX C

SOURCES OF DATA

Materials in Alberta Department of Education Files

A. Publications

Alberta Education

1974 *The Purposes of Education: 1973 CEA Survey of Alberta Responses to Goals of Education.*

1976 *Regional Offices: A Policy Statement.* January, 1976.

1976 *Roles in Student Evaluation and Research: A Historical and Current Review of Examination Practices and Files of School Statistics.* September.

1978 *Guidelines for Developing Student Evaluation Policy in Alberta School Systems.* June.

1979 *Student Achievement in Alberta.* MACOSA, May.

Canadian Chamber of Commerce

1975 *Report on Basic Educational Skills.* June, 1975.

Rusnack, T.

1975 *Evaluating Education in Alberta's Schools.* Edmonton: Alberta Education, September, 1975.

Stringham, B. L.

1975 *Next Steps to Accreditation: A Discussion Paper.* Alberta Education, January.

University of Alberta

1975 Faculty of Arts. Report of the ad hoc Advisory Committee on Liaison: Proficiency in English. December.

Warren, R.

1975 *A Study Re High School Graduation Requirements.* Edmonton: Alberta Education, February.

B. Memoranda

Memorandum from Dr. E. J. M. Church, Director of Pupil Personnel Services to the High School and University Matriculation Examinations Board, March 22, 1971.

Memorandum from the Honorable Lou Hyndman, Minister of Education, to Dr. E. K. Hawkesworth, Deputy Minister, October 21, 1971.

Communique from Dr. E. J. M. Church, Director of Pupil Personnel Services to all school jurisdictions, December 20, 1971.

Memorandum from Dr. E. J. M. Church, Director of Pupil Personnel Services, to Dr. E. K. Hawkesworth, Deputy Minister, December 22, 1971.

Memorandum from Dr. E. J. M. Church, Director of Pupil Personnel Services, to the Deputy Minister, the Associate Deputy Minister and the Directors' Council, January, 1972.

Communique from Dr. E. J. M. Church, Director of Pupil Personnel Services, to all high school principals, March 22, 1972.

Memorandum from Dr. E. J. M. Church, Director of Pupil Personnel Services, to members of Directors' Council, February 5, 1973.

Memorandum from Dr. E. J. M. Church, Director of Pupil Personnel Services, to members of the High School and University Matriculation Examinations Board, February 9, 1973.

Memorandum from Dr. J. E. Reid, Director of Research, Development and Examinations, to Directors, Zone Co-ordinators and Superintendents of Schools, May 14, 1973.

Memorandum from Dr. E. A. Torgunrud, Director of Curriculum, to Dr. E. K. Hawkesworth, Deputy Minister, November 1, 1973.

Memorandum from Dr. J. S. Hrabi, Associate Deputy Minister, to Dr. B. Stringham, Director of Field Services, April 23, 1974.

Memorandum from Dr. J. S. Hrabi, Associate Deputy Minister, to Dr. W. H. Worth, Deputy Minister, Alberta Advanced Education, February 7, 1975.

Memorandum from T. D. Shields, Education Consultant, Zone 1, to Dr. B. L. Stringham, Director of Field Services, October 31, 1975.

Memorandum from Dr. J. S. Hrabi, Associate Deputy Minister, to Dr. B. L. Stringham, Director of Field Services, November 19, 1975.

Memorandum from C. A. H. Lomas, to Dr. W. R. Duke, Director of Planning and Research, November 25, 1975.

Memorandum from Dr. E. K. Hawkesworth, Deputy Minister, to Drs. Hrabi, Odynak, Duke, Stringham, Torgunrud, December 10, 1975.

Memorandum from Dr. W. R. Duke, Director of Planning and Research, to Dr. E. K. Hawkesworth, Deputy Minister, December 17, 1975.

Memorandum from Dr. W. R. Duke, Director of Planning and Research, to Dr. E. K. Hawkesworth, Deputy Minister, March 2, 1976.

Memorandum from B. H. Fennell, Research Assistant to the Deputy Minister, to Dr. W. R. Duke, Director of Planning and Research, March 5, 1976.

Memorandum from Dr. J. Reid, Director of Operations Research, Development and Examinations, to Dr. E. K. Hawkesworth, Deputy Minister, March 10, 1976.

Memorandum from Dr. J. Reid, Director of Research, Development and Examinations, to Dr. E. K. Hawkesworth, Deputy Minister, March 17, 1976.

Memorandum from N. J. Chamchuk, Director of Communication, to the Minister of Education, March 30, 1976.

Memorandum from Dr. W. R. Duke, Director of Planning and Research, to the Minister of Education, March 30, 1976.

Memorandum from Dr. E. K. Hawkesworth, Deputy Minister, to the Minister of Education, May 6, 1976.

Memorandum from Dr. J. S. Hrabi, Associate Deputy Minister, to Dr. H. Sherk, Associate Director of Planning and Research, July 21, 1976.

C. Letters

Letter from the Honorable Lou Hyndman, Minister of Education, to Mr. W. M. Brown, Chairman, Lethbridge School District No. 51, October 21, 1971.

Letter from Dr. O. P. Larson, Superintendent of Schools, Lethbridge School District No. 51 to Dr. E. K. Hawkesworth, Deputy Minister, October 25, 1972.

Letter from Dr. E. K. Hawkesworth, Deputy Minister of Education, to Mr. M. A. Strembitsky, Acting Superintendent of Schools, Edmonton Public School District No. 7, January 24, 1973.

Letter from Dr. E. K. Hawkesworth, Deputy Minister of Education, to Dr. S. McCurdy, President of Alberta College, February 1, 1973.

Letter from Dr. E. K. Hawkesworth, Deputy Minister, to Chairmen of School Boards, Secretary-Treasurers of School Boards and Superintendents of Schools, February 7, 1973.

Communique from Dr. M. Jampolsky, President of the Alberta Teachers' Association, to Local Presidents and Secretaries, February 8, 1973.

Letter from Dr. J. E. Reid, Director of Research, Development and Examinations, to Superintendents of Schools and/or Secretary-Treasurers of School Boards, February 9, 1973.

Letter from Dr. E. K. Hawkesworth, Deputy Minister, to Chairmen of School Boards, Secretary-Treasurers of School Boards, and Superintendents of Schools, February 16, 1973.

Letter from Dr. E. K. Hawkesworth, Deputy Minister, to Dr. T. C. Byrne, President, Athabasca University, March 16, 1973.

Letter from Dr. E. K. Hawkesworth, Deputy Minister, to Dr. T. C. Byrne, President, Athabasca University, March 28, 1973.

Letter from Margaret Steed, Adviser to Schools of Nursing, to Dr. J. S. Hrabi, Associate Deputy Minister, April 16, 1973.

Letter from Dr. B. T. Keeler, Executive Secretary, Alberta Teachers' Association, to Dr. J. S. Hrabi, Associate Deputy Minister, April 19, 1973.

Letter from Helen M. Sabin, Executive Secretary, Association of Registered Nurses, to Dr. J. S. Hrabi, Associate Deputy Minister, May 14, 1973.

Letter from R. A. Bosetti, Assistant Deputy Minister, Alberta Advanced Education, to Dr. J. S. Hrabi, Associate Deputy Minister, February 25, 1975.

Letter from Dr. J. S. Hrabi, Associate Deputy Minister, to the Alberta Teachers' Association and the Alberta School Trustees Association, February 28, 1975.

Letter of Transmittal from S. G. Maertz, Executive Director, Alberta School Trustees Association, to Dr. J. S. Hrabi, Associate Deputy Minister, May 15, 1975.

Letter from Dr. W. G. Zielinski, Superintendent, St. Albert School District No. 3, to Dr. J. S. Hrabi, Associate Deputy Minister, May 22, 1975.

Letter from F. B. Allore, Superintendent, Medicine Hat Roman Catholic Separate School District No. 21, to Dr. J. S. Hrabi, Associate Deputy Minister, May 23, 1975.

Letter from R. Allan Spinoza, President, Wainwright Principals' Association, to B. L. Stringham, Director of Field Services, May 28, 1975.

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Quality Assessment Committee, March 25, 1976.

Quality Assessment Committee, March 31, 1976.

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Letter from Mr. L. L. Williams, Executive Director, Alberta School Trustees Association to Dr. E. K. Hawkesworth, Deputy Minister of Education, December 20, 1971.

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Letter from S. G. Maertz, Executive Director, Alberta School Trustees Association, to the Minister of Education, March 19, 1976.

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Memorandum taken by phone from Mr. Klufas, Principal of Bonnie Doon Composite High School, January 19, 1973.

Memorandum from Mr. D. E. Terriff, Principal of Victoria Composite High School to Students who Wrote Grade 12 December Departmentals, January 18, 1973.

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Letter from Mr. M. A. Strembitsky, Acting Superintendent, Edmonton Public School District No. 7, to Dr. E. K. Hawkesworth, Deputy Minister of Education, January 18, 1973.

Letter from Dr. E. K. Hawkesworth, Deputy Minister of Education, to Mr. M. A. Strembitsky, Acting Superintendent, Edmonton Public School District No. 7, January 19, 1973.

C. News Releases

News Release, January 19, 1973, 8 p.m.

APPENDIX D

INTERVIEW RESPONDENTS

INTERVIEW RESPONDENTS

Andruski, N. J.	Co-ordinator, Zones 2 and 3 Regional Office of Education.
Cleveland, A. A.	Superintendent, County of Flagstaff No. 29, May 11, 1979.
Duke, Dr. W. R.	Director, Finance, Statistics and Legislation, May 9, 1979.
Earle, Dr. J.	Superintendent, Edmonton Roman Catholic Separate School District No. 7, May 17, 1979.
Gish, E.	Superintendent, St. Albert Protestant Separate School District No. 6, May 15, 1979.
Hawkesworth, Dr. E. K.	Deputy Minister, Alberta Education, September 11, 1979.
Hrabi, Dr. J. S.	Associate Deputy Minister, Alberta Education, May 20, 1979.
Hrynyk, Dr. N.	Associate Executive Secretary, Alberta Teachers' Association, June 14, 1979.
Maertz, S. G.	Executive Director, Alberta School Trustees Association, May 11, 1979.
Myhre, A.	Superintendent, County of Parkland No. 31, May 19, 1979.
Myroon, J. L.	Executive Director, Alberta Labor, May 2, 1979.
Rancier, Dr. G.	Superintendent, County of Strathcona No. 20, May 18, 1979.
Strembitsky, M. A.	Superintendent, Edmonton Public School District No. 7, February 19, 1979.
Zielinski, Dr. W.	Superintendent, St. Albert Public School District No. 3, May 15, 1979.

APPENDIX E

CHRONOLOGY

CHRONOLOGY

Pre February, 1973. What were the significant events, transactions and conditions leading to the accreditation policy announced on February 8, 1973?

CHANGE IN GOVERNMENT AND GRADE XII EXAMINATION PROCEDURES

Date	Event
August, 1971	The Progressive Conservatives formed the Government of Alberta.
September 30, 1971	The High School and University Matriculation Examinations Board recommended to the Minister of Education that the Grade XII examinations be phased out and replaced by a more appropriate system. Further, the Board advised Department of Education curriculum committees it was prepared to accept school-based marks up to 50 percent of the final marks awarded in Grade XII examination subjects.
October 21, 1971	The Minister requested the Department of Education to develop four options covering the whole range of the matter (accreditation), and that the Alberta Teachers' Association and the Alberta School Trustees Association be given the opportunity to consider them and respond accordingly, with the view to having accreditation examined with respect to its implications for university entrance, quality control procedures, equitable appeal procedures, and for awarding scholarships and other awards.
December 2, 1971	It was proposed that the Department would retain the authority and responsibility for accrediting high schools; power tests would be available for optional use by school systems; and students would have an appeal route for teacher awarded marks.
	The Alberta School Trustees Association, while not wholly supportive of the Grade XII examinations, preferred their continuation as opposed to abandoning them and accrediting individual high schools.

Date	Event
	The Alberta Teachers' Association position was that final marks in all Grade XII subjects be determined in the same manner as those in Grades X and XI subjects.
	The Department announced that, commencing with the Grade XII examinations scheduled for June, 1972, in each subject for which there is a departmental examination equal weighting will be given to a mark supplied by the school and to the score obtained on the examination.
	One general "option" was proposed and circulated within the Department with regard to accreditation: 1. School mark would determine final standing. 2. An appeal procedure would be available to those not wishing to accept the school mark. 3. A set of examinations, produced and administered by the Department, would be used for appeals. 4. Proposed starting date, September, 1972; first school marks to be submitted December, 1972.
March, 1972	The Alberta School Trustees Association, in responding to the proposed changes, raised the question of maintenance of standards.
March 3, 1972	The High School and University Matriculation Examinations Board accepted the Department's proposal and recommended to the Minister that the proposal be approved; one proviso was that no school system be required to adopt the new Matriculation Procedures within one calendar year of the official adoption.
April 17, 1972	The Minister of Education announced the Grade IX achievement battery of exams were to be replaced by a new testing program to monitor the quality of education across the province.
May 23, 1972	The Alberta School Trustees Association, raising the maintenance of standards issue again, warned that the Department was abandoning its position relative to the maintenance of standards.

Date	Event
June 23, 1972	The Minister of Education reassured the Alberta School Trustees Association that the plans proposed by the Department would satisfy the Association's concerns.
	Final marks awarded in Grade XII examination subjects were determined on a "50-50" basis, that is, 50 percent of the teacher-awarded mark plus 50 percent of the departmental examination mark resulted in an aggregate total referred to as the department mark.
	Some students in schools in Lethbridge, Calgary and Camrose were exempted from writing the provincial examinations due to approved experimental programs involving curricular and timetable changes in those schools.
July, 1972	A review of the June, 1972 department marks raised "some apprehension" in department officials: a question of credibility was generated when teacher marks were sufficiently different from examination results biasing the final mark.
October 10, 1972	A related question was raised within the Edmonton Public School Board: the subject of evaluation and the possible need for system guidelines will become even more important if Grade XII examinations are abolished.
October 25, 1972	Lethbridge School Districts Nos. 51 and 9, having been granted permission by the Department of Education to determine final standings to be awarded to students in departmental subjects, submitted board-approved policy on "Local Autonomy in Evaluation" to the Department of Education.
October, 1972	The Commission on Educational Planning strongly endorsed a change in roles of the provincially developed Grade XII matriculation examinations; with the change should come the automatic accreditation of every public and separate school in Alberta. Final marks in all Grade XII subjects would be determined in generally the same manner as are final marks in Grade X and XI subjects.

THE TEACHER-DEPARTMENT MARK DISCREPANCY BREAKS OUT IN EDMONTON PUBLIC SCHOOLS

Date	Event
January 9, 1973	Edmonton Public School Board officials were made aware, through concerns expressed by students, parents and teachers, and principals of schools organized on 4-6 basis, of discrepancies between teacher-submitted marks and the resultant department marks.
January 12, 1973	Information-exchange meeting of the Director of Research, Development and Examinations, Alberta Education, and senior officials of the Edmonton Public School Board was held.
January 16, 1973	Alternate courses of action suggested by Director of Research, Development and Examinations were considered: (a) Re-scaling of German 30 marks. (b) Special Cases Committee - re-examination of students selected by the principals - Rejected by Edmonton Public School Board officials. (c) Students to re-write at end of January with higher mark to stand. (d) Edmonton Public School Board officials suggested students be permitted to choose the higher of the teacher mark or departmental mark. Rejected by the Department official.
January 17, 1973	Edmonton Public School Board officials rejected the alternatives advanced by the Department because it placed the onus and hardship on the student.
January 17-18, 1973	Principals of the high schools announce Grade XII examinations would be rewritten on Monday, January 22, with students having the opportunity to choose the higher of two marks.
January 18, 1973	Acting Superintendent of the Edmonton Public School District No. 7 requested of the Deputy Minister a re-examination of Departmental marks of students who wrote the December, 1972 departmental examinations in Boonie Doon, Harry Ainlay and Victoria Composite High Schools (including Evening Credit Program).

Date	Event
January 19, 1973	The Deputy Minister of Education informed the Acting Superintendent of Edmonton Public Schools: (1) a complete investigation of the students in three high schools was being carried out, and (2) requested that the principals and teachers re-evaluate their criteria and procedures for determining the school marks awarded to their students.
January 19, 1973	Minister of Education announced that the discrepancy between teacher-assigned marks and student scores on departmental examinations was under investigation.
January 19, 1973 4:00 p.m.	After communications amongst the Edmonton Public School Board Chairman and senior officials, Cabinet Ministers, Department officials, and principals involved, the problem was resolved on the following terms: (a) students could choose higher of two marks (i.e., teacher or departmental); (b) students had option to re-write; (c) accreditation for this set of exams only; and (d) joint press release.
4:30 p.m.	During the meeting called to develop the joint press release, disagreement arose as Edmonton Public officials charged the terms of accreditation differed from those initially agreed upon.

THE ISSUE IS RESOLVED

Date	Event
January 19, 1973 6:00 p.m.	Communication between the Chairman of the Edmonton Public School Board and Department of Education officials.
8:00 p.m.	Agreement reached: (a) students could choose the higher mark, and (b) accreditation for December exams only.
8:30 p.m.	Acting Superintendent of the Edmonton Public School District No. 7 and the Minister of Education issued separate news releases. The Acting Superintendent announced the choice-of-mark issue was resolved; the Minister announced the accreditation of four Edmonton high schools.

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Date	Event
January 23, 1973	Department officials requested of the Edmonton Public School Board officials information on (a) evaluation procedures in the three schools, and (b) selection of students and promotion policies.
January 24, 1973	The Deputy Minister of Education formally informed the Edmonton Public School Board that the Minister of Education granted accreditation in the Grade XII examination subjects to Bonnie Doon, Harry Ainlay, and Victoria Composite High Schools, and the Edmonton Adult Evening Classes, under the following conditions: (1) establishment of a fair and just way of evaluating students; (2) evaluations are made by qualified teachers; (3) scores assigned to students are submitted to the Department of Education; (4) students concerned be made aware of the marks awarded them so that they may if they wish to appeal these marks by writing the Grade XII departmental examinations.
February 1, 1973	Alberta College[1] was accredited under the same conditions as the Edmonton Public School District schools.
February 5, 1973	Department officials were made aware that central to the problem of the acceptance of the Departmental results is the fact that the scoring procedure combines the school mark with the examination mark and then scales the combined scores. This tended to minimize the effects of the school mark.

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[1] Alberta College teacher marks awarded to students who wrote Grade XII examinations tended to be lower than the department marks awarded the students.

PROVINCE-WIDE ACCREDITATION

Date	Event
February 7-8, 1973	The Minister of Education announced that effective September, 1973, every "qualified" senior high school in Alberta would be accredited to assign final marks in all courses, for all students—the compulsory aspect of the Grade XII examinations was withdrawn. In a collateral announcement the Deputy Minister informed the Chairmen of School Boards, Secretary-Treasurers of School Boards and Superintendents of Schools of the "Procedures for the Accreditation of Senior High Schools in Alberta." Therein three options were open to school boards.
February 19, 1973	Director of Research, Development and Examinations wrote to Superintendents of Schools and Secretary-Treasurers clarifying the Deputy Minister's letter. Therein four options were open to school boards.

THE RESPONSE

Post February, 1973.	What were the significant events, transactions and conditions related to the accreditation policy between February, 1973 and November, 1977?
February, 1973	Officials of the Alberta Teachers' Association welcomed the policy and viewed it as furthering the professionalism of teachers.
February 12, 1973	The President of the Alberta School Trustees Association expressed gratification on behalf of all Alberta school boards as it was another step toward the goal of local control of school affairs.
February 13, 1973	After considering the implications, the President of the Alberta School Trustees Association expressed concern with regard to the policy.
February 13, 1973	The Alberta School Trustees Association informed all school board chairmen of the implications of their decision as to the timing of accreditation of their high schools.

Date	Event
February 16, 1973	The Deputy Minister of Education wrote to the Chairmen of School Boards, Secretary-Treasurers of School Boards and Superintendents of Schools identifying the policy on evaluation of Grade XII subjects adopted by Lethbridge School Districts Nos. 51 and 9 as work of high quality, and which may be used in preparation for discussions relative to accreditation.
February 24, 1973	The Alberta School Trustees Association held a seminar on accreditation which closed on the question "What are the procedures to be followed now in order that the public can be shown that students are being educated—in a qualitative sense?"
March 28, 1973	All four universities in Alberta agreed to accept student marks awarded by accredited Alberta senior high schools.
March 28, 1973	High School and University Matriculation Examinations Board disbanded.

ARTICULATION

Date	Event
March 28, 1973	Committee on the Articulation of High School and Post-Secondary Educational Institutions was established by a Ministerial Order signed by the Ministers of Education and Advanced Education respectively. Assessment of accreditation procedures was to be one of its responsibilities.
March, 1973	Letter of invitation for names of their representatives to the Committee was sent to each group named in the Ministerial Order.
April 19, 1973	The Alberta Teachers' Association expressed concern with the number of representatives it was allotted.
May 10, 1973	The Director of Research, Development and Evaluation wrote to Directors, Zone Co-ordinators and Superintendents of Schools indicating that most boards chose the option to be followed during the January 1st to June 30th, 1973 transition period.

Date	Event
May 14, 1973	The Association of Registered Nurses expressed concern about not having representatives on the Committee.
May 14, 1973	The Minister of Advanced Education was in receipt of a public letter expressing concern about the implications, regarding educational standards, of having abolished the Grade XII examinations.
June 4, 1973	The Minister of Education identified accreditation as a lesser problem on a continuing basis, and an opportunity for the exercising of local judgment and discretion to meet local needs.
June 4, 1973	The Trustees' Banff Conference provided an open forum on accreditation: an apt trustee sentiment expressed was "how to satisfy all our publics that we can do the job without external monitoring."
July, 1973	All senior high schools in Alberta were accredited.
July 25, 1973	The Committee on the Articulation of High Schools and Post-Secondary Educational Institutions (Articulation Committee) held its first meeting.
November, 1973	The Department was made aware that the number of students achieving matriculation in June, 1973 increased by 13 percent.

ACCREDITATION UNDER STUDY

Date	Event
January, 1974	The Department of Education established an internal committee to study articulation.
April, 1974	Most school boards in Alberta were confirmed as following the Lethbridge policy model.
April 23, 1974	The Accreditation Study Committee is informed of a Department stand: if any school fails to meet accreditation standards, then accreditation should be withdrawn from the jurisdiction rather than from the school.

Date	Event
Spring, 1974	A review of Alberta responses to a Canadian Education Association survey about the goals and objectives of public education favored teacher evaluation and observation of daily work as the method of evaluating student progress.
May 21, 1974	The Articulation Committee approved in principle, "Provincial Evaluation Procedures": the Department of Education holds primary responsibility for determining the purposes and in evaluating the success of educational programs.

NEXT STEPS IN ACCREDITATION

Date	Event
November, 1974	The Warren Report—"A Study Re High School Graduation Requirements" was submitted to the Department of Education.
January 28, 1975	The Articulation Committee considered The Warren Report.
February 7, 1975	"Next Steps in Accreditation," a Field Services proposal (including the results of the Accreditation Study Committee) was approved by the Minister for limited distribution to various groups for their responses. An Alberta Accreditation Authority was proposed.
February, 1975	The Alberta Teachers' Association submitted its interim position, including a definition, on accreditation.
May 15, 1975	The Alberta School Trustees Association responded by proposing the issues, concerns and problems regarding accreditation be assessed in the fullest sense prior to any further developmental steps being taken.
June, 1975	The Canadian Chamber of Commerce released its "Report on Basic Educational Skills" and was of the view a testing program in the basics at the primary and secondary school levels would provide a credible replacement for the outmoded high school departmental examinations.

Date	Event
July 17, 1975	The Department of Education perceived the reactions as indicating a fairly strong desire for a more careful examination of the problems associated with accreditation before any further action is taken.
September, 1975	The research report, "Evaluating Education in Alberta's Schools," proposed a number of plans for accreditation inasmuch as the public desired provincial standards, and monitoring of the educational system to make certain that standards were maintained and improved.
October 31, 1975	The Articulation Committee established a subcommittee to study accreditation: (a) definition, (b) enunciate issues and objectives, and (c) recommend on procedures to be followed.
November, 1975	The Alberta School Trustees Association Convention approved a resolution urging the provincial government to arrange for a needs assessment relative to accreditation.
December 31, 1975	The Department of Education perceived the Articulation Committee accreditation subcommittee terms of reference as subsuming the notion of an open seminar on accreditation as proposed by the Alberta School Trustees Association.
December, 1975	Faculty of Arts (University of Alberta) - "Report of the ad hoc Advisory Committee on Liaison: Proficiency in English" was made public.
December 10, 1975	The Department of Education considered the question of reintroducing compulsory Grade XII examinations in English and Mathematics.

MOVE TOWARD QUALITY ASSESSMENT

Date	Event
January, 1976	The Department of Education released a policy statement regarding the regional offices and their role relative to accreditation.
	The Quality Assessment Committee, a subcommittee of Directors' Council, was established.

Date	Event
February 25, 1976	The Articulation Committee accreditation subcommittee report recommended that a long-term assessment of Alberta education be undertaken.
March 2, 1976	The Quality Assessment Committee endorsed the whole area of quality assessment.
March 5, 1976	Department of Education gave consideration to preparing a status paper on "Quality Assessment in Education."
March 10, 1976	Department of Education was apprised of an increase in the average proportion of A's and B's awarded to students during 1972-75 in comparison to 1966-69.
March 17, 1976	Department of Education reviewed problems encountered in developing and administering the Grade XII examinations.
March 19, 1976	The Alberta School Trustees Association submitted "Toward a Systematic Educational Review"— a proposed means for the systematic monitoring and review of educational operations in Alberta.
March 23, 1976	Government accepted Department of Education definition of accreditation.
	Department of Education was not in agreement with the recommendation that an assessment of the quality of Alberta education be undertaken as the frame of reference was beyond the scope of the definition.
March 25, 1976	Quality Assessment Committee reconsidered its position and decided its focus should be the issue of possible reintroduction of Grade XII examinations: decided to prepare justification for non-reintroduction, and alternatives to their reintroduction.
March, 1976	The Alberta Teachers' Association Annual Representative Assembly recommended the abolition of the High School Achievement tests.
March 30, 1976	The Minister and the Department of Education agreed the government had no intention of taking over the function of assessing students for final standing purposes.

Date	Event
March 31, 1976	The Quality Assessment Committee agreed it was essential that immediate and visible action be taken to provide evidence of government progression relative to the issue of standards.
April 14, 1976	The Articulation Committee considered the report of the accreditation sub-committee and recommended to the Ministers that an assessment of the quality of Alberta education, as it relate to the Committee be undertaken.
April 28-30, 1976	The Quality Assessment Committee agreed to advise the Minister that there was no need for any additional structures for accreditation as proposed by the Alberta School Trustees Association.
April 30, 1976	The Minister replied to the Alberta School Trustees Association indicating the need for additional structures for accreditation had not been established.
April, 1976	Debate in the Legislature on compulsory Grade XII examinations and quality of education.
April 30, 1976	The Quality Assessment Committee expressed reservations about the Articulation Committee forming the steering committee for assessment activities, and recommended to the Minister that the Quality Assessment Committee be given prime responsibility for preparing an initial status paper on quality education and to project future directions for study in this area.
May 6, 1976	The Quality Assessment Committee was apprised of the fact that the Alberta Teachers' Association perception of attributed "ulterior motives" of the Department on accreditation was creating anxiety and counteraction by teachers.
May 21, 1976	The Quality Assessment Committee was made aware of the notion that a "new" committee might be struck, formed of representatives of agencies presently sitting on the Articulation Committee.

Date	Event
June 2, 1976	The Quality Assessment Committee received information that its general thrusts regarding the formation of a steering committee were generally approved by Directors' Council.
June 3, 1976	The Quality Assessment Committee advised the Minister quality assessment is primarily limited to the provision of provincial benchmarks at various grade levels. The pass/fail must remain local.
June 4, 1976	The Minister of Education addressed the 32nd Banff Short Course on the question of quality education and indicated there was little evidence supporting charges of "falling standards." He indicated the accreditation policy was continuing.
	At the same conference Professor James Balderson provided evidence of "grade inflation."
July 21, 1976	The Minister of Education approved the formation of a steering committee for the Quality Assessment Study.
September 24, 1976	The Alberta Teachers' Association agreed to participate, with provisos, in the High School Achievement Test Program.
September 28, 1976	The Premier of Alberta addressed the Canadian Education Association and indicated the problem of quality in education will result (in Alberta at least) in strong public demand for some form of province-wide testing.

A TIME FOR STUDY: MACOSA

Date	Event
October 12, 1976	The Minister of Education announced the initiation of a review of achievement of Alberta students through the Minister's Advisory Committee on Student Achievement (MACOSA).
October 19, 1976	The Minister of Education announced the implementation of a long-term testing program for Alberta high school students to establish desirable benchmarks for achievement.

Date	Event
October, 1976	The Alberta Chamber of Commerce Education and Business Conference was held in Jasper, Alberta.
November, 1976	The Minister of Education announced school boards may reintroduce compulsory departmental finals for Grade XII students by a resolution of the board renouncing its accredited status.
November, 1976	The Alberta School Trustees Association approved a resolution urging the Department of Education to make compulsory a test in basic skills of English before issuing a high school diploma.
May 20, 1977	The Minister of Education reponded and indicated the resolution was referred to MACOSA.
October, 1977	University of Alberta released a report entitled "High School Grades and University Performance."

THE FINDING

Date	Event
November 4, 1977	The Minister of Education tabled MACOSA's "Alberta Grade 12 Examination Study" in the Legislature. The study concluded that accreditation was not working as well as it might.

APPENDIX F

INTERVIEW GUIDE

INTERVIEW GUIDE

To assist you in this interview a brief chronological outline of the events associated, directly and indirectly, with the accreditation policy is provided. As well, a copy of the news release announcing the policy and the Deputy Minister's letter outlining the procedures for accreditation are provided.

1. In you opinion, what was the general public's view of the Grade XII departmental examination program during the early 1970's?

2. In your opinion, what influenced the removal of the compulsory aspect of the Grade XII departmental examinations? during the middle of the 1972-73 school year in Edmonton? across the province immediately thereafter?

3. In your opinion, what issues did the accreditation policy attempt to resolve?

4. In your opinion, what agencies, groups or organizations were considered to be regular participants or actors involved in or associated with these issues at the provincial level? Was any group or organization not involved that should have been?

5. In your opinion, what factors or events influenced the policy on accreditation finally selected?

6. In your opinion, what were the objectives or intended outcomes of the accreditation policy?

7. In your opinion, how was the accreditation policy perceived by the school boards when announced? superintendents? principals? teachers? others?

8. In your opinion, who was responsible for implementing the accreditation policy at the provincial level? Who was charged with the task of implementing the policy?

9. In your opinion, who were the actual implementors of the policy? Did they know what was expected of them in carrying through the policy?

10. In your opinion, what was the general nature of the implementation plan at the provincial level? Was it monitored? Was it controlled?

11. In your opinion, who was/was not and should have been involved in or associated with the implementation process?

12. In your opinion, was the accreditation policy a feasible policy? What constraints did it encounter?

13. In your opinion, were the implementors capable, in terms of skills, knowledge and resources, of implementing the policy?

14. In your opinion, what factors influenced the implementation design (plan) and execution of the policy?

15. In your opinion, how successful was the implementation of the policy? To what degree was the intent maintained during implementation? What enforcement measures were applied in the implementation of the policy? What corrective measures were taken and by whom?

16. In your opinion, did the perceptions of the accreditation policy "change" from 1973 to 1977?

17. How do you judge the performance of the accreditation policy as of November, 1977?

18. Apart from MACOSA's finding that "accreditation was not working as well as it might," what, in your opinion, did it achieve as of November, 1977?